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ALBERTA ADVANCED EDUCATION

REVIEW OF THE ORGANIZATIONAL STRUCTURES OF THE PROVINCIALLY-ADMINISTERED INSTITUTIONS

by

J. A. Brownlee

H. E. R. Ottley

Edmonton, June 1974

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INTRODUCTION

Organization is a means of integrating and coordinating operations, personnel and resources towards the accomplishment of goals. Structure is an integral part of organization and is so closely interwoven with the functions or processes that a change in either necessitates a corresponding change in the other. Structure therefore determines in part the effectiveness of the organization in its achievement of goals. This study is directed towards an examination of the structures of Alberta's post-secondary, provincially administered educational institutions with the ultimate hope of improving these structures and thus improving the institutions' ability to successfully achieve its aims.

Purpose

The primary purpose of the study was to review the existing organizational structures of the provincially administered, post-secondary, educational institutions, to identify organizational problems related to these structures, and to recommend changes where necessary. Through reorganization it was hoped to improve the present administrative structures making them better equipped for the achievement of institutional goals.

Methodology

The groundwork for the study was undertaken through a review of the current literature on organization, particularly as it applied to educational institutions. This provided the framework for a set of

guidelines and for the adoption of an ideal model of structure. Data on the existing structures and their attendant problems were gathered through visits to the institutions and discussions with the institutional heads. Each institutional head was then asked to present proposals on desired organizational structures. These were analyzed in terms of the guidelines, the ideal model, and their potential for alleviating some of the existing problems. From this analysis and follow-up discussions, final proposals emerged.

Delimitations

The study was delimited to the basic structural aspects of the administrative organization of Alberta's provincially administered, post-secondary, non-university institutions. No attempt was made to study the relationship between these administrative structures and the various committees or the informal structure at the institutions. Management philosophy and faculty and student participation were pursued for information only.

II REVIEW OF RELATED LITERATURE

A review of the current literature was undertaken to establish a theoretical framework of organization and structure with particular emphasis on its application to educational institutions. The review included literature dealing with organization theory in general, but particular interest was placed on examples of "ideal" structures of educational institutions and the rationale and principles supporting these structures. In this section of the report three basic approaches to organizational structure will be outlined and the characteristics, advantages and disadvantages of each will be described. In addition, some views on structures for educational institutions will be presented.

The Bureaucratic Model

Models of organization are rooted in the basic assumptions made of human nature and behavior. Traditionally, man was thought to be lazy. He would seek to work at the minimum acceptable level and would seek to reduce this minimum at every opportunity. He was not self-starting and was not to be trusted to exercise his own judgement. He therefore required very close supervision, and needed to be told what to do and how to do it. He was motivated primarily by his material needs and could be induced to work through economic incentives.

This view of man required organizational structures designed to facilitate administration by direction and control (Richardson, 1972:62). The emphasis was on developing a rigid pyramidal structure designed so as to ensure that the greatest influence over people, information, and

procedures was exercised by those at the top of the structure (Richardson, 1972:84). Direction, authority and control were highly centralized and flowed downward in a direct line from the top to the bottom of the hierarchy. Each individual reported to only one other individual in the chain.

With the stress on economy and efficiency of operation, specialization was the means by which work could be organized so as to accomplish the goals of the organization most effectively. This specialization was carefully controlled in both the horizontal and vertical dimensions to avoid overlap and duplication of effort. Specialization also enhanced the proficiency of the individual by limiting the scope of his responsibilities.

The line-staff differentiation evolved as a mechanism to accommodate personnel with specialized knowledge and functions. The line was vested with directive responsibility and authority and performed the major functions of the organization. The staff supported and advised the line but had no authority (Kast, 1970:177).

The need for close supervision, the high degree of specialization and the line-staff differentiation meant that coordination had to become one of the major functions of management. Coordination was maintained through the formal hierarchical structure by limiting the span of control of an individual, enabling him to adequately integrate the activities of his subordinates.

The striking advantage of this model is its maximization of economy and efficiency, particularly in terms of routine functions and

decisions. The highly structured nature minimized internal confusion by carefully outlining and detailing the relationships between positions, and enhanced the coordination of activities among organizational components.

The model does have some serious shortcomings particularly in terms of communication. The number of hierarchical levels and the emphasis on downward flowing authoirty and direction tends to impede and distort communication. Upward communication is not encouraged and what information is transmitted upwards tends to be highly filtered and correspondingly inaccurate. The high degree of specialization and the narrow span of control tend to encourage the development of sub-goals which may be only partially consistent with the goals of the total organization. This fragmentation contributes even further to a breakdown of effective communication.

The Participatory Model

The influence of the motivational theorists resulted in a changed view of man's nature. In this new perspective he was thought to be basically good and could be trusted to work to the best of his abilities for the benefits of an organization.

As a result of this view, organizations required a structure that was designed to facilitate management by integration and self-control (Richardson, 1972:63). Authority, direction and control were highly decentralized to allow much greater freedom for the subordinate. Supervision was accomplished through mutual consultation and discussion between superiors and subordinates. The individual became an active participant in decision-making allowing the organization to utilize the ideas and

experiences of its members to the fullest extent.

The model recognizes and capitalizes on the informal structure - the relationships that arise naturally through the interactions and activities of the participants. In fact, the formal and informal structures often become so intertwined as to defy separation. Communication flow upward, downward and horizontally is readily facilitated and contributes to voluntary coordination of functions.

While traditionally all authority was vested in the line, within the participatory model the staff positions are recognized as having authority and influence that touches on all aspects of the organization.

The advantages of this model center on its free flowing communication and its ability to permit change to originate at any point in the organization. This combination of features contributes to a flexibility that allows the organization to handle non-routine problems effectively.

Because of the unstructured nature of the model, too much dependence is placed on the personalities of its members, particularly the personality of the chief executive. In order to discourage confusion and prevent organizational dysfunction, it is necessary to provide a clear description of the parameters and the functions of the various positions. Other disadvantages are the lack of mechanisms to handle personality conflict and the possible resulting lack of cooperation, and a lack of alternatives to the use of line authority for settling disputes.

The Systems Model

Recent research in managmenet is leading to the development of a systems approach to organization. This model views organization as

consisting of many subsystems, contained in larger systems and criss-crossed by overlapping systems. The whole system culminates in a supra-structure which is greater than, or at least different from the sum of its parts. The emphasis is on the relationship of the organization to its environment whereby the organization receives inputs, transforms these inputs and exports outputs. To this end, the model attempts to integrate knowledge from a wide variety of specialized fields of study (Kast, 1970). These theories have not yet been sufficiently developed to be of use in a total organizational context.

Organizational Structures For Educational Institutions

Ayers recognized the need for a set of guidelines to aid educational administrators in designing or reorganizing the administrative structure of their institutions. To this end, he provided a model stressing the division of labour and assignment of functions. Although he does not attempt to subscribe to any particular theory, Ayers described a satisfactory organization as "...sufficiently informal to profit from natural social relationships but formal enough to ensure controls needed to achieve institutional objectives." (Ayers, 1962:124).

Richardson (1970:21, 1972:125) presented a model of organization structured to facilitate the participatory theory. His discussion led ultimately to a participatory model for the whole governance structure of a college but, in regards to the administrative structure, suggested "...there are certain standards of efficiency demanded by administrative operation which can be achieved more effectively through the use of traditional bureaucratic techniques..." (Richardson, 1972:118).

Richardson (1970:21) provided an administrative structure (Figure 1) designed to encourage the breakdown of strict hierarchical control, to facilitate active participation for more members in a larger range of activity, and to establish communication flow in all directions.

Figure 2 depicts an organizational structure recommended by Rhodes (1966:22) for enrolments up to 1,000. In this study Rhodes showed that an educational institution may accommodate growth within a basic organizational structure by judicious division of labour. Additional charts are presented in Appendix "A" (Rhodes, 1966:23,24)

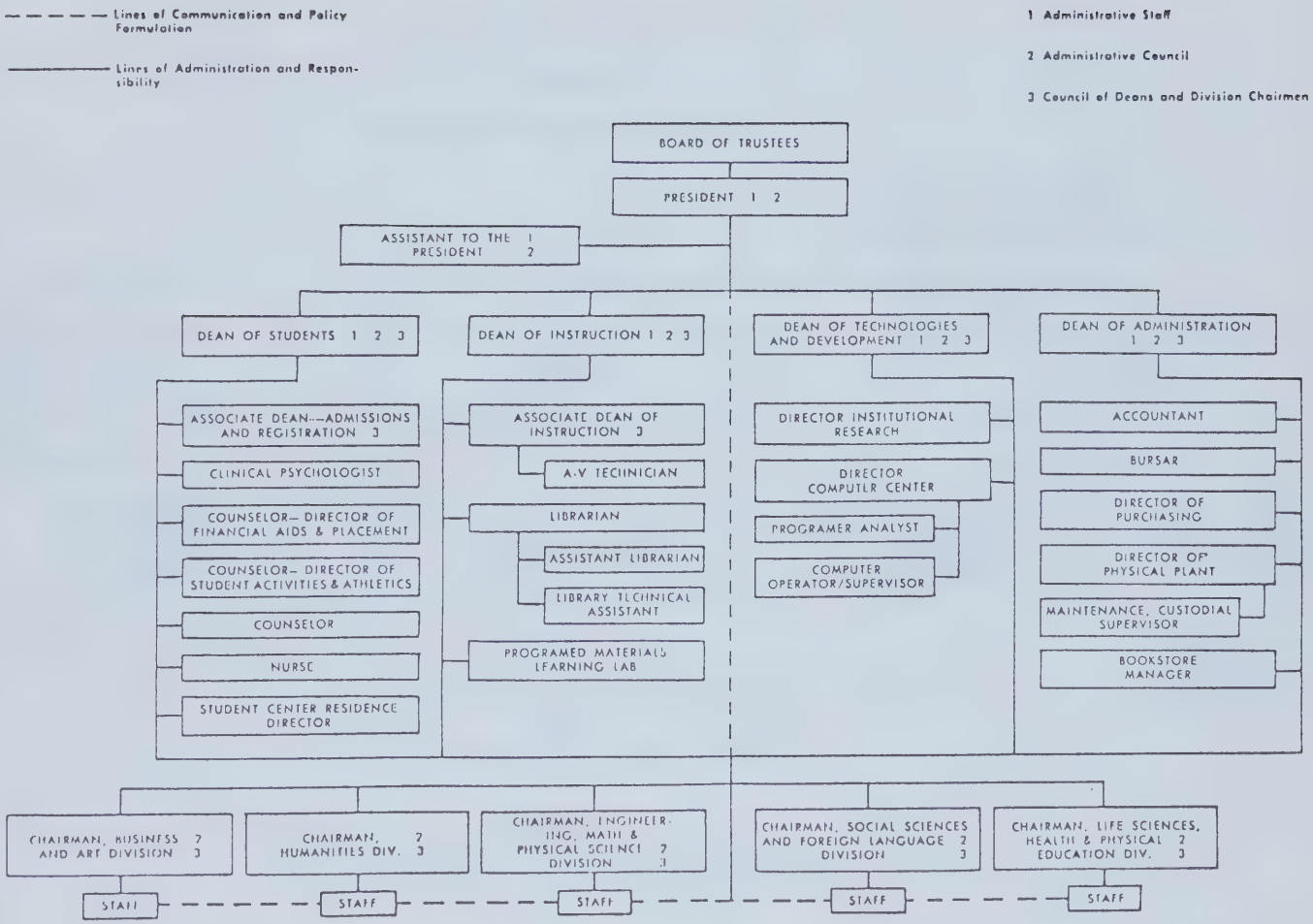

FIGURE I
ORGANIZATION CHART

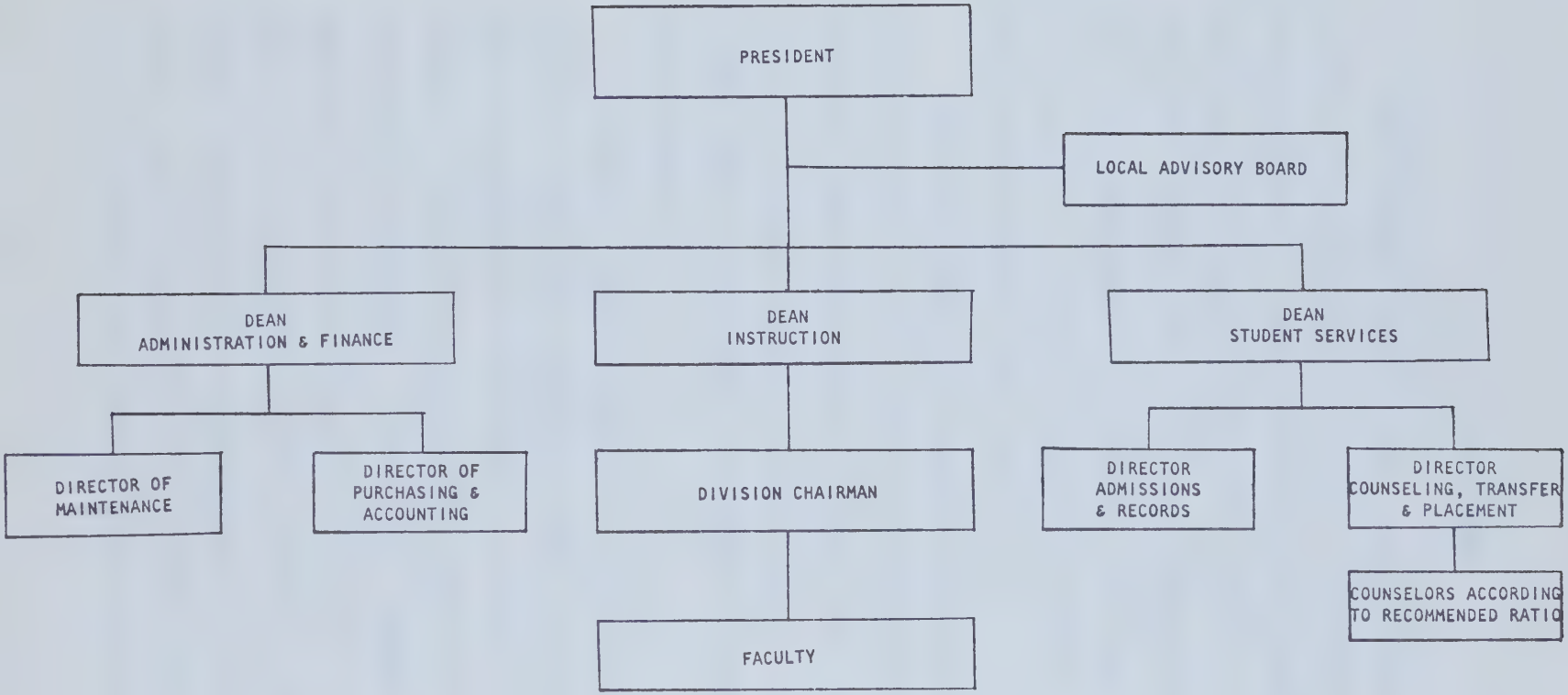

FIGURE 2
RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGE - MINIMUM SIZE TO 1,000 STUDENTS

III AN IDEAL MODEL

The review of organizational theory provided two models that can be used for the purposes of this study - the bureaucratic model and the participatory model. These two models are not mutually exclusive but rather exist at the opposite poles of a continuum. Between these poles exist models that are made up of various combinations of features from both. While these models do not exist in their pure forms in reality, they do provide an excellent framework from which to develop an "ideal" model to meet the needs of this study.

Richardson (1972:118) suggested that there are certain standards of efficiency which can be achieved more effectively through the use of traditional bureaucratic methods, but that flexibility and vitality tend to arise more naturally within the participatory model. From this premise, the ideal model may be viewed as an attempt to combine desirable features from both models.

As many of the characteristics of both models are more of a functional rather than a structural nature, it becomes difficult to clearly distinguish the differences in a schematic representation. This problem of illustration is even further compounded by the fact that both structures are hierarchical. Simon (1971) suggested that this hierarchical structure is virtually universal for all large organizations and will remain so. The factors that change (and this is reflected in the historical transition from the bureaucratic to the participatory model) are the lines of communication, the authority relationships, the functions and responsibilities of the components and the degree of centralization

and decentralization.

Description of the Ideal Model

For the purposes of this study, Richardson's chart (Figure 1) has been generalized into an ideal organizational chart for educational institutions as shown in Figure 3. In this figure the vertical groupings illustrate four functional divisions. In each of these divisions representative sub-divisions show organizational elements falling to various administrators. The units shown at the base of the figure represent the program elements. Superimposed on the whole is an indication of desirable intercommunication and interrelationship between all positions.

The underlying premise for the grouping of tasks to form a functional division is the maintenance of internal integrity. As divisions are established on the basis of the related nature of their functions, each can accommodate further logical sub-division of labour as complexity demands. This establishment of sub-units within each division allows for functional specialization. Generally each division is headed by an administrator who also advises the chief executive on matters affecting that division. Ideally, all administrative matters will channel through these executives (Ayers, 1962:10).

The objective of this framework for the division of major functions is to provide a balanced scope of responsibility for each divisional administrator, a unity of operation within each divison, and a unity of direction and leadership for each. It is also designed to give the chief executive a broad overview of the administration and allow him to work with some equality of time and effort with each division.

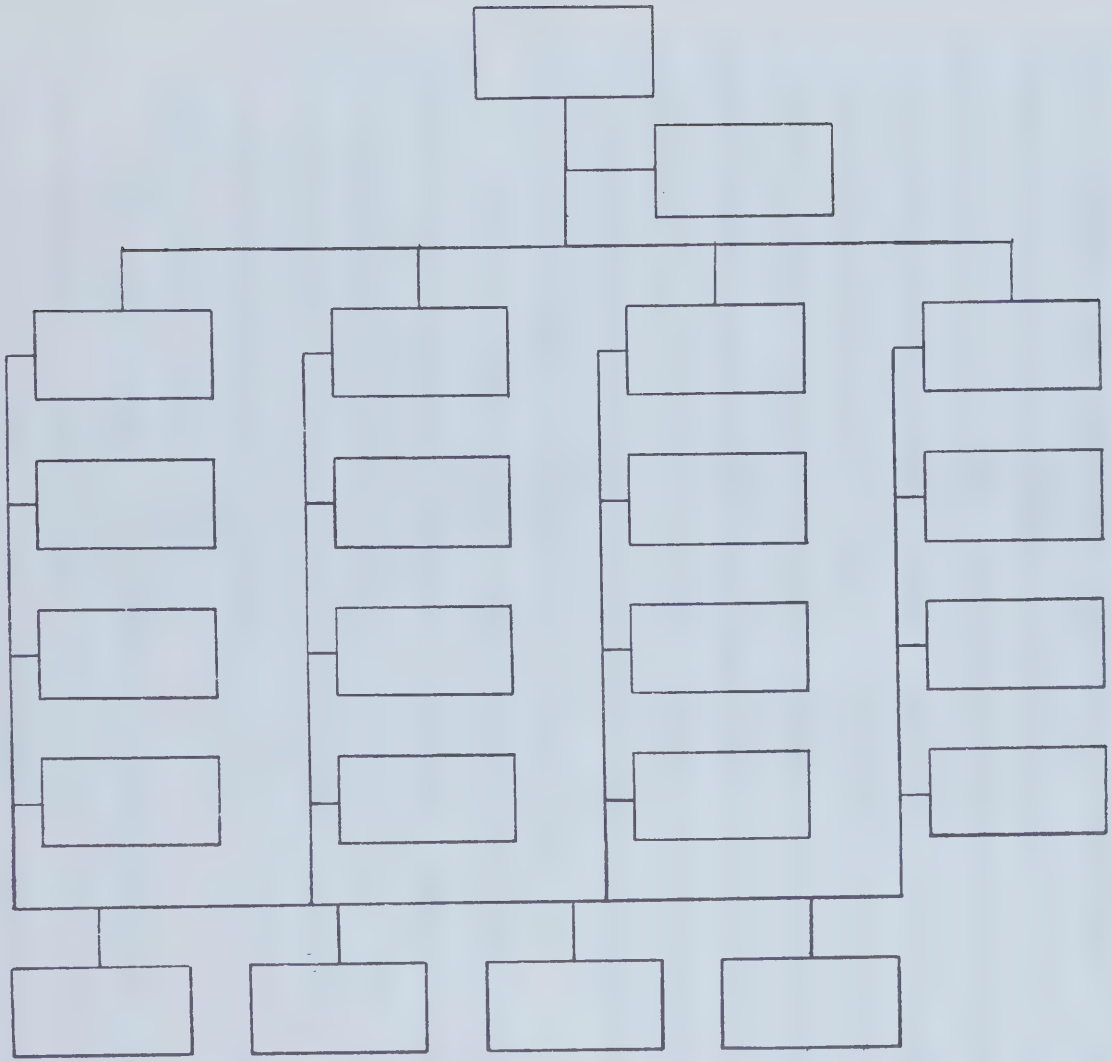

FIGURE 3
AN "IDEAL" MODEL

A unique feature of the proposed ideal structure is the breaking of the principle of unity of command. Traditionally, organizations have been structured so as to ensure that each individual reports to and is responsible to only one other individual in the hierarchical chain. Within the ideal model this principle is broken to allow the program adminstrators to report concurrently to all second echelon administrators on the basis of the function to be accomplished (Richardson, 1972:137-138). Through these same lines, the program administrators have access to the second echelon administrators or their appropriate subordinates for the information and services that they may require. While this principle appears to increase the span of control of the second echelon administrators to an impossible number, this span is not unmanageable as any individual can handle enquiries and problems from a larger number of individuals if these matters tend to be of a similar nature. Breaking the principle of unity of command opens new and shorter communication links to provide more direct and correspondingly more effective communication.

Effective communication is further enhanced by recognizing and capitalizing on the informal structure. Horizontal communication tends to develop naturally through the informal structure and it should be encouraged at all levels. Coordination is assured in part through this horizontal communication but unfortunately this point cannot be adequately reflected in the structural schematic.

The span of control of any position is determined mainly by the diversified nature of the functions of the position. With this principle in mind, the span of control of the chief executive should be no more

than four - just accommodating the four proposed functional divisions (Ayers, 1962:5). The span of control of all other administrators may be larger as their functions are of a more closely related nature.

The structure of the ideal model encourages and allows the delegation of responsibility and authority (Ayers, 1962:27). Rhodes (1966) contends that a healthy organization should have its decision-making processes located at the lowest practical point. This will discourage much of the detail work from being channelled upwards thereby preventing the needless increase in the workload of the upper echelon administrators.

In order to minimize confusion as to responsibility, accountability and authority, the roles and functions of all administrative positions must be clearly defined. This will help to clarify the scope of responsibility of any given position, the relationship between positions and will also open the way to establishing appropriate communication channels.

Application of the Ideal Model

The administrative tasks of an educational institution can be divided into four major functional divisions (Ayers, 1962:10). The three divisions that form the basic organizational structure of most institutions are business administration, instruction and student services. The fourth, as suggested by Ayers and Richardson, is planning, development and research. However, there seems no reason why this division could not accommodate other functions of importance to a particular institution.

The division of instruction covers two major areas: curriculum and instruction. Curriculum involves all organized instructional programs including correspondence and continuing education. Although

there are some special considerations in their administration, correspondence and continuing education should not be considered as existing separate from the regular programs offered at the college. They should be viewed as an outreach of the regular program and should come under the purview of the head of the instructional division (Ayers, 1962:12,13,89).

Instruction refers to the process of teaching and all functions that enhance and support it including such things as the library and audio-visual services. Traditionally, the library was considered to be of total institutional relevance and was therefore placed in the direct span of control of the chief executive. Ayers suggested that it be placed under the direction of the chief academic administrator where it can be administered in close conjunction with the program.

The functions generally associated with the division of business administration include finance and budget, purchasing, non-academic personnel, the physical plant, computer services and auxiliary services such as the bookstore, food services and perhaps residences.

The functions of admissions and records, housing, recreation, counselling - both personal and vocational, financial aid, health and student activities have traditionally been scattered throughout the administrative structure. Current practice at many institutions is to consolidate these services under a division of student services. The division is usually headed by a senior administrator who reports directly to the chief executive. The major function of the student services division will be the provision of a well rounded environment for the student.

Through the functions of planning and development, an educational institution can prepare itself to meet the demands of growing enrolments, financial pressures, and the changing needs of students. These functions have tended to exist in such a highly decentralized form that they were fragmented, uncoordinated and not necessarily aimed towards the institution as a whole. To achieve any sense of consolidation it is necessary that these functions be handled either by the office of the chief executive or by a divisional administrator within the span of control of the chief executive. Planning can and should take place at all levels, but to ensure a total organizational view, the ultimate responsibility must be consolidated under the chief executive. If a division is created to handle planning and development its main functions would be the collection of information, coordination of all proposals and the provision of staff assistance and consultation (Ayers, 1962:82-84; Bolton,1971; Mazze, 1971).

Conclusion

The organizational model as discussed appears to be lean and simple, easy to control and yet ensures the essential staff and functions for effective operation. The model is flexible, adaptable to a variety of needs and capable of accommodating growth in student numbers.

IV EXISTING ORGANIZATIONAL STRUCTURES

In this section of the report the organizational structure of each of the ten provincially administered institutions is examined and problems originating in the structures are discussed. The administrative structures of the colleges are basically alike and hence they tend to experience similar problems. In order to avoid repetition, the three colleges are grouped together for the discussion of their present structures. The other seven institutions exhibited sufficient dissimilarity in their structures and problems that individual treatment is warranted.

The Colleges

At present, the colleges at Fairview, Olds and Vermilion are characterized by relatively amorphous administrative organizations. (Figure 4, 5 & 6) The common failing of the structures of all three colleges is the wide and diverse span of control of the principals. Whereas Ayers (1962:10) recommends that the span of control of a chief executive be limited to four persons, the college principals have from nine to sixteen persons reporting to them directly. At Olds and Vermilion this number comprises mainly of the heads of individual programs, but at all colleges the principal is expected to exercise control of functions varying from registration to menus. Many of these responsibilities cannot be delegated partially because there is a lack of upper level administrative personnel.

None of the colleges have a bona fide vice-principal. The incumbents in these positions were co-opted from the supervisory instructional

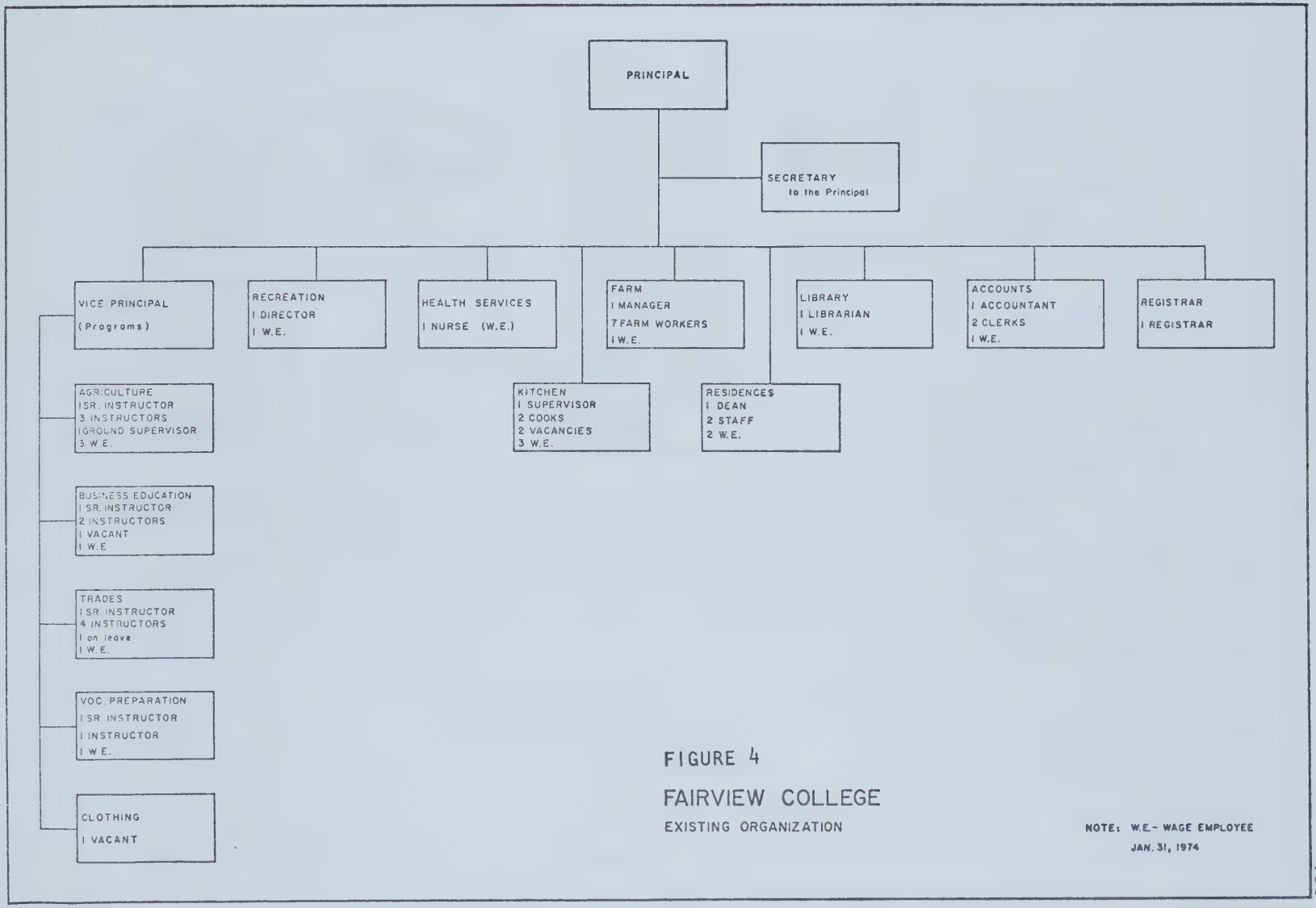
PRINCIPAL
SECRETARY to the Principal
VICE PRINCIPAL (Programs)
RECREATION 1 DIRECTOR 1 W.E.
HEALTH SERVICES 1 NURSE (W.E.)
FARM 1 MANAGER 7 FARM WORKERS 1 W.E.
LIBRARY 1 LIBRARIAN 1 W.E.
ACCOUNTS 1 ACCOUNTANT 2 CLERKS 1 W.E.
REGISTRAR 1 REGISTRAR
AGRICULTURE 1 SR. INSTRUCTOR 3 INSTRUCTORS 1 GROUND SUPERVISOR 3 W.E.
BUSINESS EDUCATION 1 SR. INSTRUCTOR 2 INSTRUCTORS 1 VACANT 1 W.E.
TRADES 1 SR. INSTRUCTOR 4 INSTRUCTORS 1 on leave 1 W.E.
VOC. PREPARATION 1 SR INSTRUCTOR 1 INSTRUCTOR 1 W.E.
CLOTHING 1 VACANT
KITCHEN 1 SUPERVISOR 2 COOKS 2 VACANCIES 3 W.E.
RESIDENCES 1 DEAN 2 STAFF 2 W.E.

FIGURE 4

FAIRVIEW COLLEGE

EXISTING ORGANIZATION

NOTE: W.E.- WAGE EMPLOYEE

JAN. 31, 1974

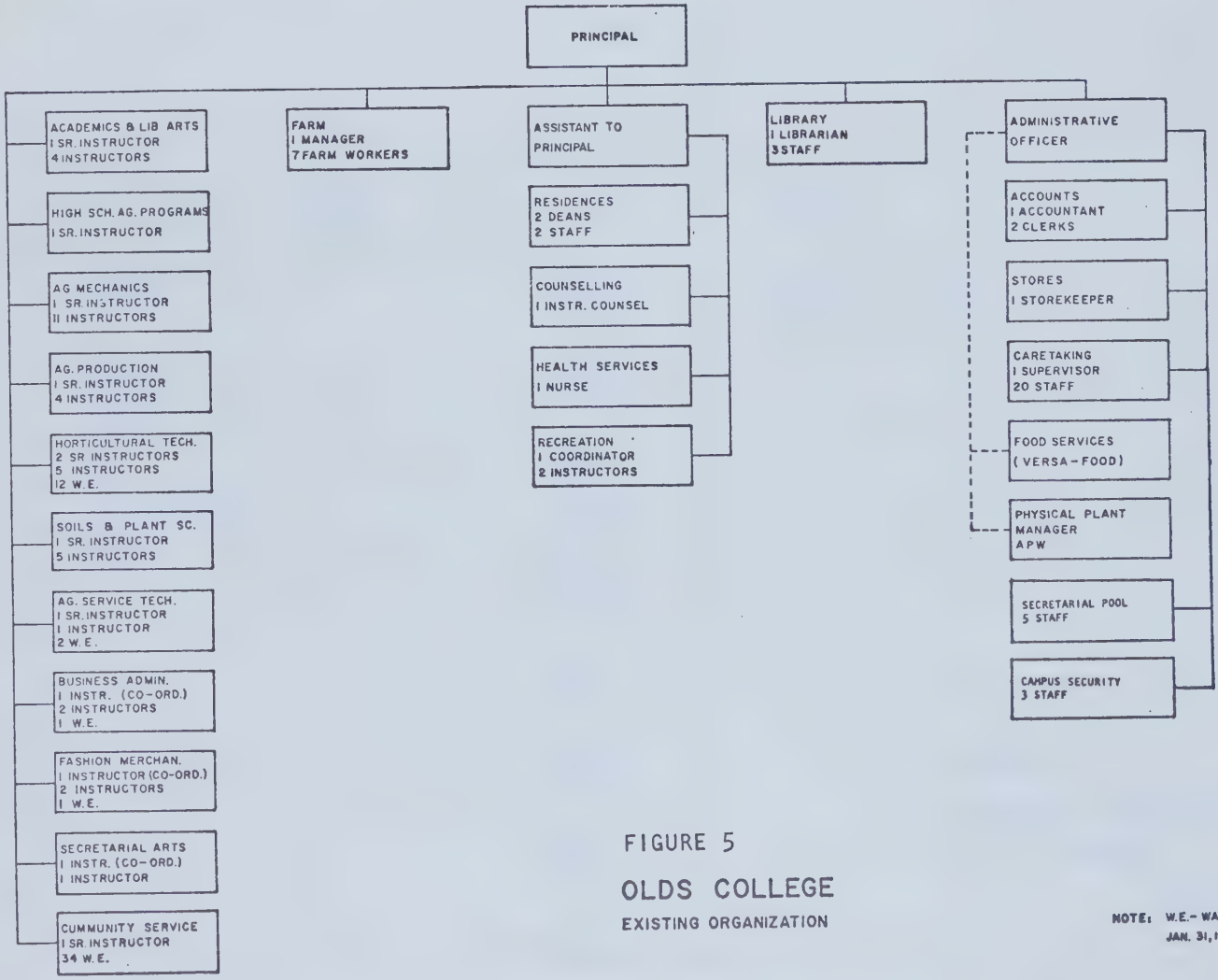

FIGURE 5

OLDS COLLEGE

EXISTING ORGANIZATION

NOTE: W.E.- WAGE EMPLOYEE

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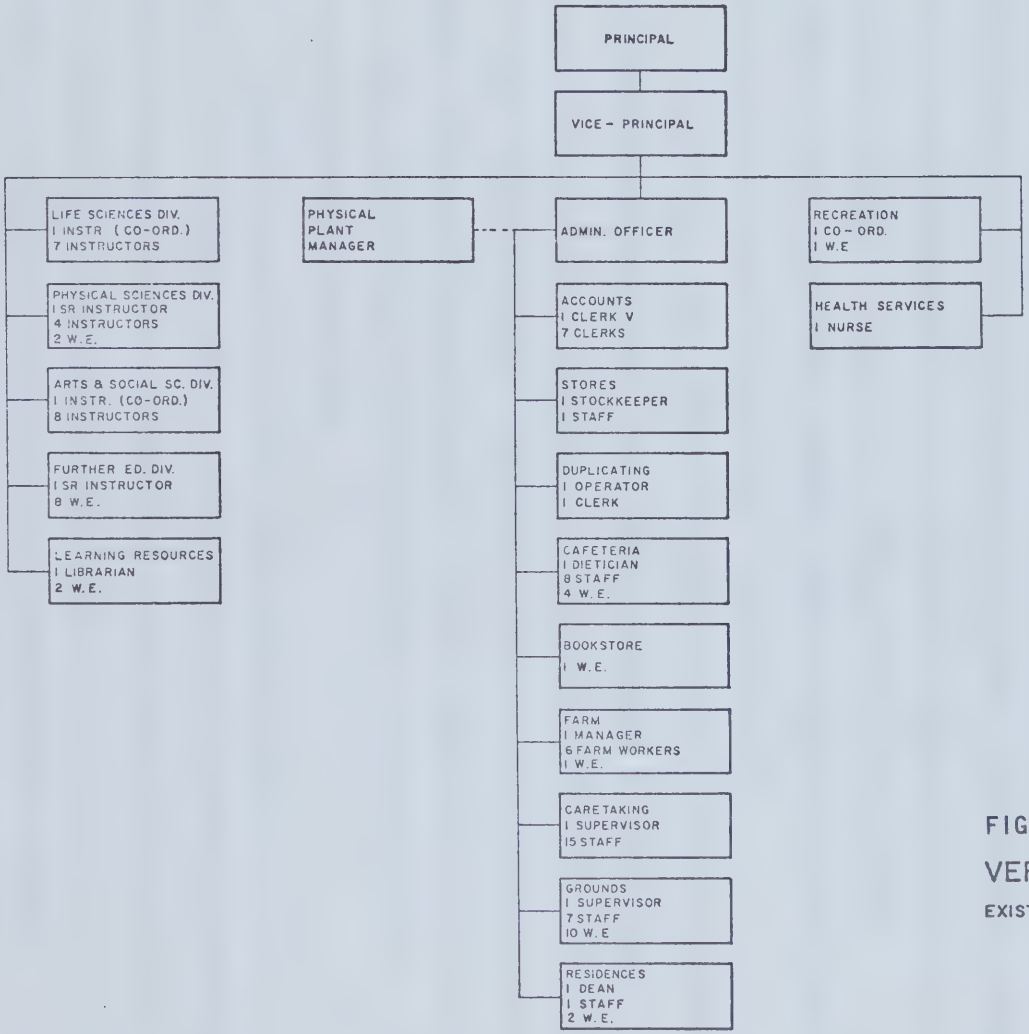

FIGURE 6

VERMILION COLLEGE

EXISTING ORGANIZATION

NOTE: W.E. – WAGE EMPLOYEE

JAN. 31, 1974

staff and are still classified as such. The common aspect of their responsibilities is substituting as chief administrator of the college in the absence of the Principal. Beyond this, responsibilities (and titles) vary with each college. At Fairview College the vice-principal is the administrator in charge of all programs but up until very recently, he was also the head of the Agricultural Technology program. At Olds College, the assistant to the principal has responsibility for student services (Figure 5), and at Vermilion College the vice-principal (although shown on the organizational chart as having line responsibility by virtue of being in between all functions and the principal) has specific responsibilities for student finances, public relations and other functions not shown on the organizational chart. (See Figure 6)

The finance operations of Olds and Vermilion Colleges are handled by an administrative officer who is also responsible for food services, stores and caretaking. At Vermilion, the administrative officer has the additional responsibilities for the farm, the residences and the grounds, whereas at Olds these same responsibilities are undertaken by the principal, the vice-principal and the co-ordinator of the Horticultural Technology program respectively.

Figure 4 shows Fairview College as having no administrative officer. Consequently, most of the responsibilities normally delegated to an administrative officer at the other colleges rest with the principal. The principal has recently taken steps to correct this situation by having the accountant reclassified as an administrative officer.

Each college operates a farm that doubles as a laboratory to

support the programs offered and as a facility for staff members to engage in developmental research activities. Each farm is run by a manager who, at Fairview and Olds, reports to the principal but at Vermilion reports to the administrative officer. In order for the farm to successfully fulfill its role in the programming and research activities at the colleges there must be substantial interplay between the farm manager, the heads of the agricultural technologies and representatives of the provincial Department of Agriculture.

Staff and student participation in the management of college affairs is encouraged at each of the colleges. This participation is generally in the form of an advisory or management committee comprised of the principal, the vice-principal, the administrative officer, heads of the individual programs and student faculty representatives. The role of these committees is to make recommendations to the principal on internal policy, internal regulations, budget and other appropriate matters. The final decision on any issue is made by the principal.

The colleges have a number of problems that stem from their organizational structure. The principals' involvement in almost every aspect of the operation of the colleges results in an inordinate workload falling on them. They are the sole source of coordination and control of these activities, and as a result they are forced to devote a great deal of their time to matters that could be more effectively handled by subordinates were they available.

There appears to be a marked lack of management personnel to whom some of the responsibilities for management and decision-making

can be delegated. If these persons were available, not only would the principals' workload be lightened, but the experience and expertise of these individuals could make an additional contribution to the colleges' management team. For example, at Olds and Vermilion Colleges the principal must assume the responsibility for program coordination and development, but due to the numerous duties and demands to which he must attend, he is unable to devote the time and effort needed for the optimum performance of these duties.

Several desirable functions are either lacking or provided for in an informal fashion. Vermilion and Fairview lack guidance and counselling capabilities while Olds has a token capability of one counsellor for about 500 students. Olds and Vermilion do not have a registrar, nor do any of the colleges have a specific capability for personnel services or program development. Although all colleges have audio-visual and duplicating equipment none of them show a specific unit charged with providing these services. Rectification of these anomalies would most likely result in improved organizational operation.

The Institutes of Technology

The organizational structures of the institutes of technology are very similar. Each institute is headed by a president and each has two major organizational divisions (academic and administrative) headed by vice-presidents. All subordinate functions are assigned to one of these divisions. The single exception to this pattern is at S.A.I.T. where the Director of Continuing Education reports directly to the President. Despite the basic similarity in organizational structure, the size of the institutions warrant independent descriptions.

N.A.I.T. The senior administration at N.A.I.T. consists of the President, the Vice-President Administration, the Vice-President Academic, and six Directors.[1] This group forms the Executive Council and is basically responsible for formulating internal policy and setting operational guidelines. The Administrative Vice-President has a wide ranging spectrum of activities. The six people reporting to him have responsibility for finance, the data centre, the physical plant, student affairs, continuing education and personnel services. (See Figure 7)

Of the persons reporting to the Administrative Vice-President, the directors of Continuing Education and of Student Services both have considerable volume and scope of responsibility. The Director of Continuing Education has a relatively small permanent staff (one assistant director, one administrative officer and ten other staff members) but his

---

1. Directors of: the Industrial Division, the Technology Division, the Business Education and Vocational Division, Research and Academic Development, Student Services and Continuing Education.

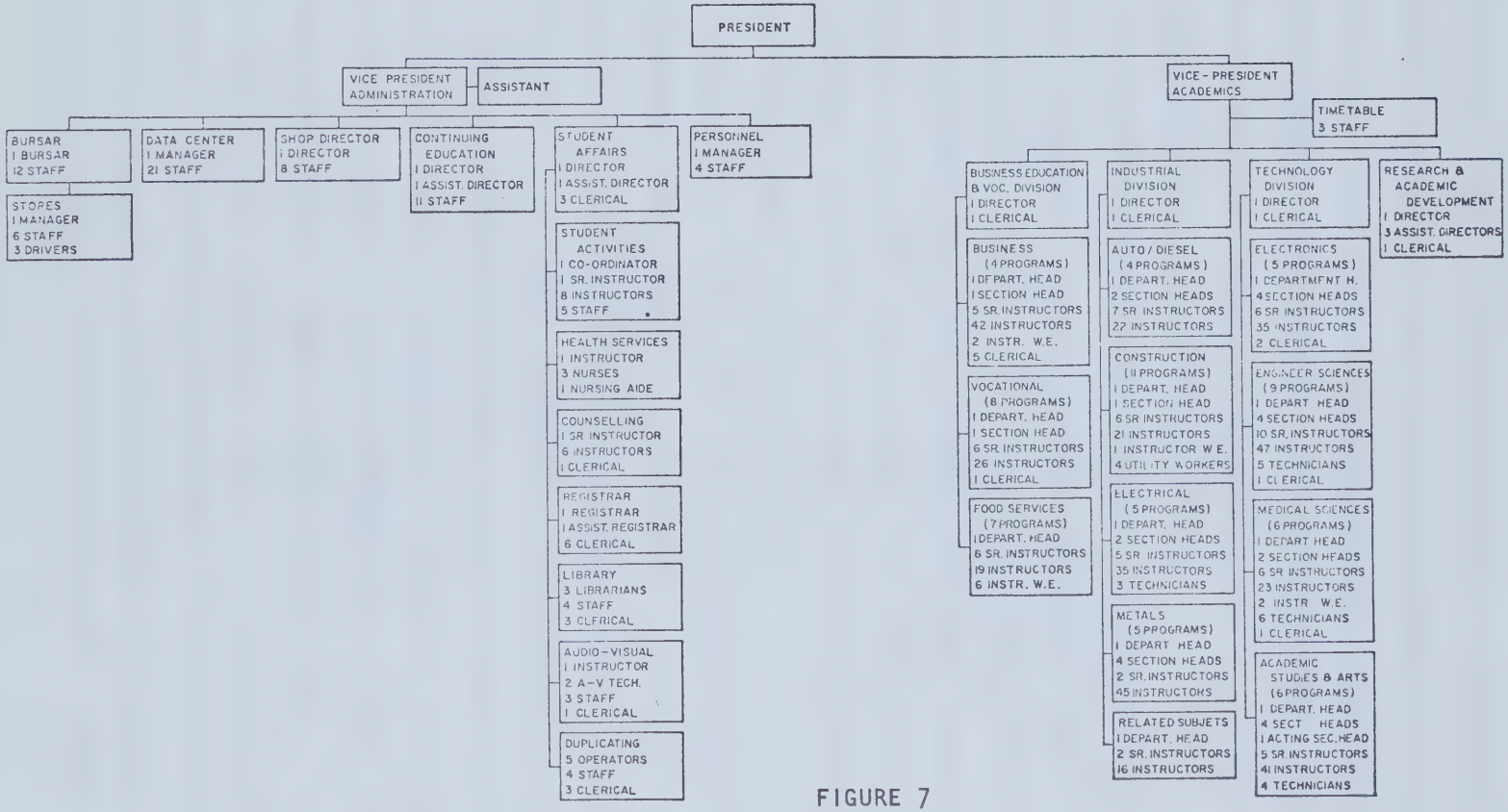

FIGURE 7

NORTHERN ALBERTA
INSTITUTE OF TECHNOLOGY
EXISTING ORGANIZATION

NOTE: W.E.- WAGE EMPLOYEE
JAN. 31, 1974

division employs about four hundred instructional personnel per year and supervises the offering of about four hundred courses on and off campus. The Director of Student Services has responsibility for a diversity of functions including health services, counselling, student affairs, student activities, the library, the operation of the registrar's office, audio visual services, and duplicating services.

The responsibilities of the Academic Vice-President are mainly in the area of programming, instruction and institutional research. All programs at the institution (except those in Continuing Education) are administered through one of three academic divisions - Business Education and Vocational, Industrial and Technology. The directors of each division plus the director of Research and Academic Development report to the Academic Vice-President.

Reference to Figure 7 shows that each division is sub-divided into departments, the majority of which comprise of four or more programs. Each department is administered by a Department Head and each program is headed by either an Instructor Supervisor or an Instructor Senior.

Staff and student participation in institutional governance is achieved through a number of committees. Two advisory committees, one comprising of instructional staff representatives, the other comprising of student representatives, meet with the President and other members of of the executive council about twice per year. The basic purpose of these meetings is to provide unimpeded access of these individuals to the President and to give him an opportunity to hear the concerns of and to answer questions from the instructional staff and the students.

The official policy making body of NAIT is its General Faculty Council. Membership on this council includes those on the Executive Council, all department heads, some non-instructional managers and representatives of the instructional staff and students. Meetings are held bi-monthly for the purpose of debating policy or procedural questions and making recommendations to the President.

S.A.I.T. The similarity of organizational structure between NAIT and SAIT is not coincidental. NAIT was started in 1962, fifty-four years after SAIT and most of the founding administrators were transplanted from SAIT. The senior administration at SAIT consists of the President, two Vice-Presidents, the Registrar, the Manager of computer services and nine Directors.[2] This group is known as the Administrative Council and serves in a role analagous to the Executive Council at NAIT.

Three persons report directly to the President. These are the Vice-President Administration, the Vice-President Academic and the Director of Continuing Education.

The responsibilities of the Vice-President Administration are quite similar to those of his counterpart at NAIT. They include student services, physical plant, the registrar's office, the data centre, the office of the Director of Operational Development, personnel services and finance. (See Figure 8) Of the seven persons reporting to the

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2. Three academic Directors. The Directors of: Instruction, Student Services, Operational Development, Finance, Physical Plant, Continuing Education.

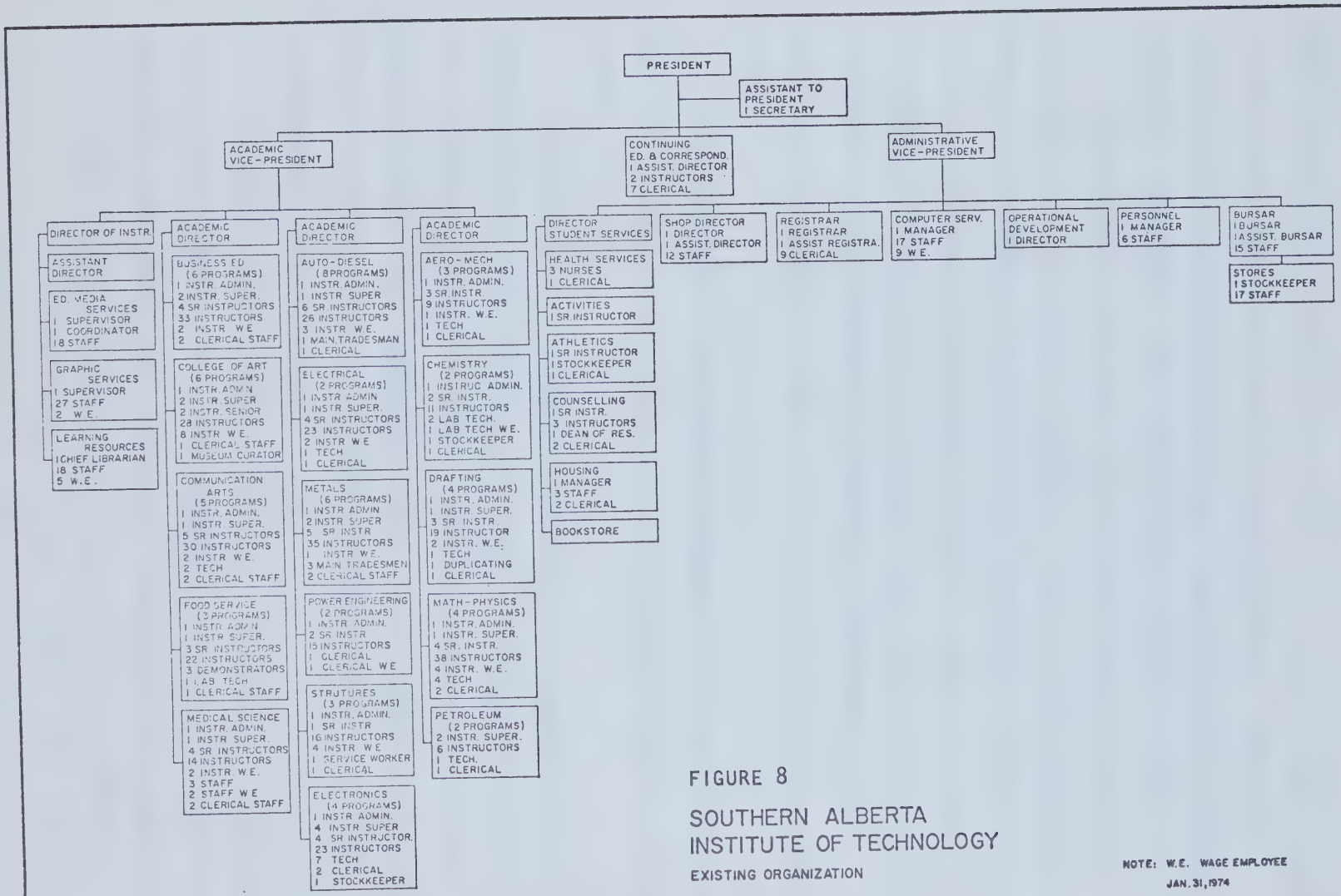


FIGURE 8

SOUTHERN ALBERTA INSTITUTE OF TECHNOLOGY

EXISTING ORGANIZATION

NOTE: W.E. WAGE EMPLOYEE

JAN. 31, 1974

Administrative Vice-President, the Director of Student Services appears to have a heavy and varied slate of responsibilities. Under this directorate are included health services, student activities, student athletics, counselling, the bookstore and the student residences.

Reporting to the Academic Vice-President are the Director of Instruction and three academic directors. Each of these latter three directors has responsibility for a group of programs. As was the case at NAIT each of these three program divisions is sub-divided into departments, with the number of programs in each department varying from one to eight. Each department is headed by a Department Head and generally each program is headed by an Instructor Supervisor or Instructor Senior.

The Director of Instruction has responsibility for staff development, the learning resource centre, and the educational media and graphic services.

The Director of Continuing Education has a somewhat smaller permanent staff than his counterpart at NAIT, but supervises an operation that is equally as large in volume, as varied in course offerings and serves a somewhat larger geographical area. An additional dimension to the operation of the division of Continuing Education at SAIT is the correspondence course offerings.

The main policy advisory body at SAIT is the General Council comprised of the president, five administrative councillors, five department heads, five instructors and five students. Meetings are held monthly to discuss issues relating to the internal governing of the institution.

Decisions reached at these meetings are for the advice of the President.

Discussions with the presidents of NAIT and SAIT revealed that they were of the opinion that there was little relationship between problems at either institution and the present organizational structure. They pointed out that organizational change was an ongoing process at each institution and that sufficient flexibility was built into the present organizational structure to allow for changes as the need arose. The basic factors that determine the nature of these changes were the personalities and capabilities of personnel, the workload of the administrator and the effects of precedence in the administration of the position.

Because of this approach to organizational review, the presidents saw no justification for using this study as an avenue for recommending organizational changes.

Alberta
ADVANCED EDUCATION
LIBRARY

The Alberta Vocational Centres

The five vocational centres may be broadly classified into two groups - urban and rural. The urban centres in Edmonton and Calgary have student enrolments approaching the 1000 mark, stress academic upgrading, offer paraprofessional but no trade programs and provide no dormitory facilities. The rural centres at Fort McMurray, Grouard and Lac La Biche have enrolments less than 250, offer academic upgrading, paraprofessional and trade programs and provide dormitory facilities. The existing organizational structure of each centre will be discussed separately.

A.V.C. Calgary Figure 9 is a schematic representation of the organizational structure of the Alberta Vocational Centre in Calgary. This structure has three functional divisions - administration, counselling and health,and programs - each of which is headed by an administrator who reports to the Centre Supervisor.

The Assistant Centre Supervisor is head of the program division and exercises direct supervision over four individuals. These are the supervisors of the learning resources unit and of the three instructional departments (Vocational Preparation, Employment Programs and Business Education).

The Counselling and Health Division is relatively small. It is headed by a Counsellor and provides career counselling and personal guidance for applicants and students, conducts and interprets diagnostic and aptitude tests, and provides the basic health needs of the students.

The Administrative Division is headed by an Administrative

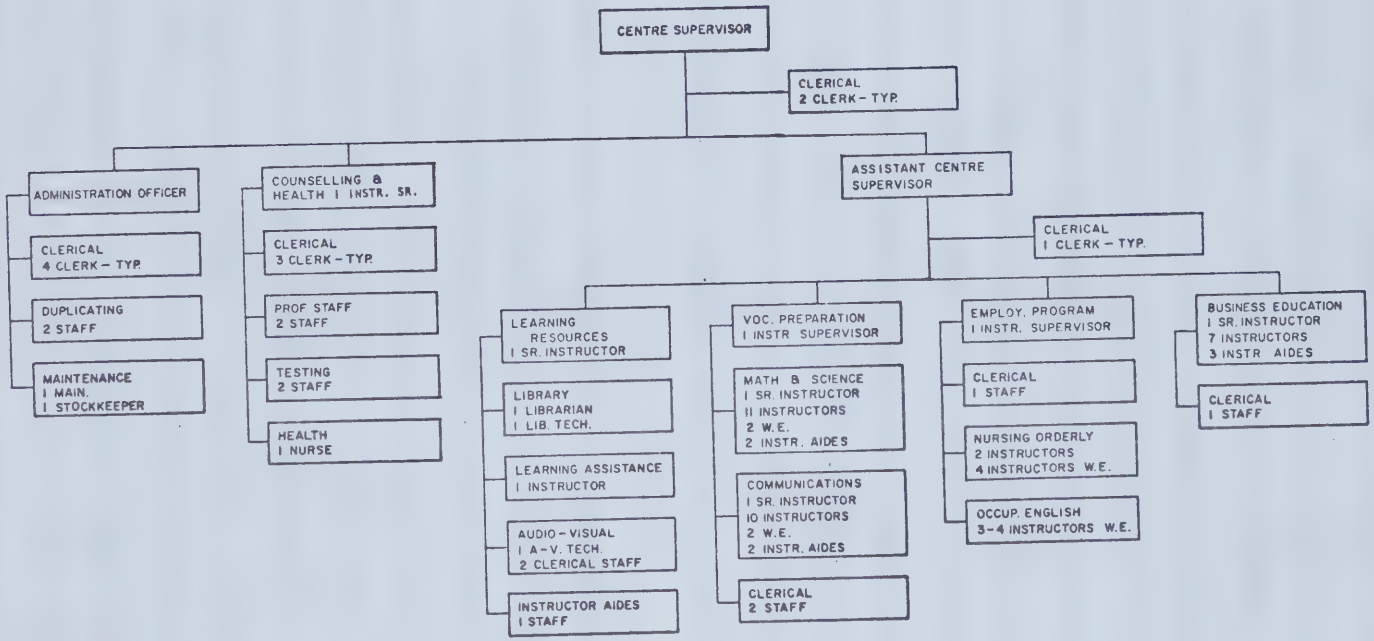


FIGURE 9

AVC CALGARY

EXISTING ORGANIZATION

NOTE: W.E.- WAGE EMPLOYEE

JAN. 31, 1974

Officer whose basic responsibility is the management of the financial affairs of the institution. In addition, he supervises the duplicating services, the bookstore, a small maintenance unit and the stores.

Despite the functional organization of the centre, two basic problems plague its operation. Firstly, a number of relatively small items that could be delegated to subordinate supervisors are brought to the Centre Supervisor for his direction and approval. Secondly, the supervision of the programs area demands so much of the Assistant Centre Supervisor's time and attention that she has little opportunity for any of the administrative work normally expected of a person in this position. In like manner the time spent on the immediate demands of the programs results in less than satisfactory emphasis on such things as program development and review, public relations and liaison with the community and industry.

The Vocational Preparation program has an enrolment of about 430 students. This program is administered by an Instructor Supervisor who is assisted by two instructors-senior, each of whom heads a sub-unit (Math-Science and Communications). The responsibilities of each of these instructors-senior include the supervision of about twelve instructors and two to three instructional aides. From the structure of this program unit, one can readily understand why those in supervisory positions complain that they are severely taxed by routine instructor supervision, student counselling, lesson preparation and instructional administrative duties.

The Business Education program is a year round operation headed by an Instructor-Senior. The staff of this unit consists of seven instructors and three instructor aides. Student enrolment at any given time

could be about 180. Considering the administrative, program, supervisory and instructional duties expected of the supervisor, one can see that the instructor-senior who heads this unit operates under conditions which could be described as severe. It seems evident that some alleviation is warranted.

Operating and internal policy decisions are made by the Centre Supervisor in consultation with the Faculty Advisory Group. This group comprises of the Assistant Centre Supervisor, the Administrative Officer and the heads of the program departments. Although other staff members are not represented on the Faculty Advisory group, ample opportunity is provided for consultation and reaction on all questions that affect them directly.

There is a strong student association at AVC Calgary. Several invitations to this association to participate in the governance of the institution have been declined because, as expressed by the student leaders, the students feel that they are unable to make meaningful contributions.

A.V.C. Edmonton The existing organizational structure of AVC Edmonton is shown in Figure 10. There are two basic functional divisions in this structure - administration headed by an Administrative Officer, and instruction headed by the Assistant Centre Supervisor. Both of these individuals report to the Centre Supervisor, who in addition exercises direct responsibility for the operation of the Nursing Orderly and the Other Vocational Training programs.

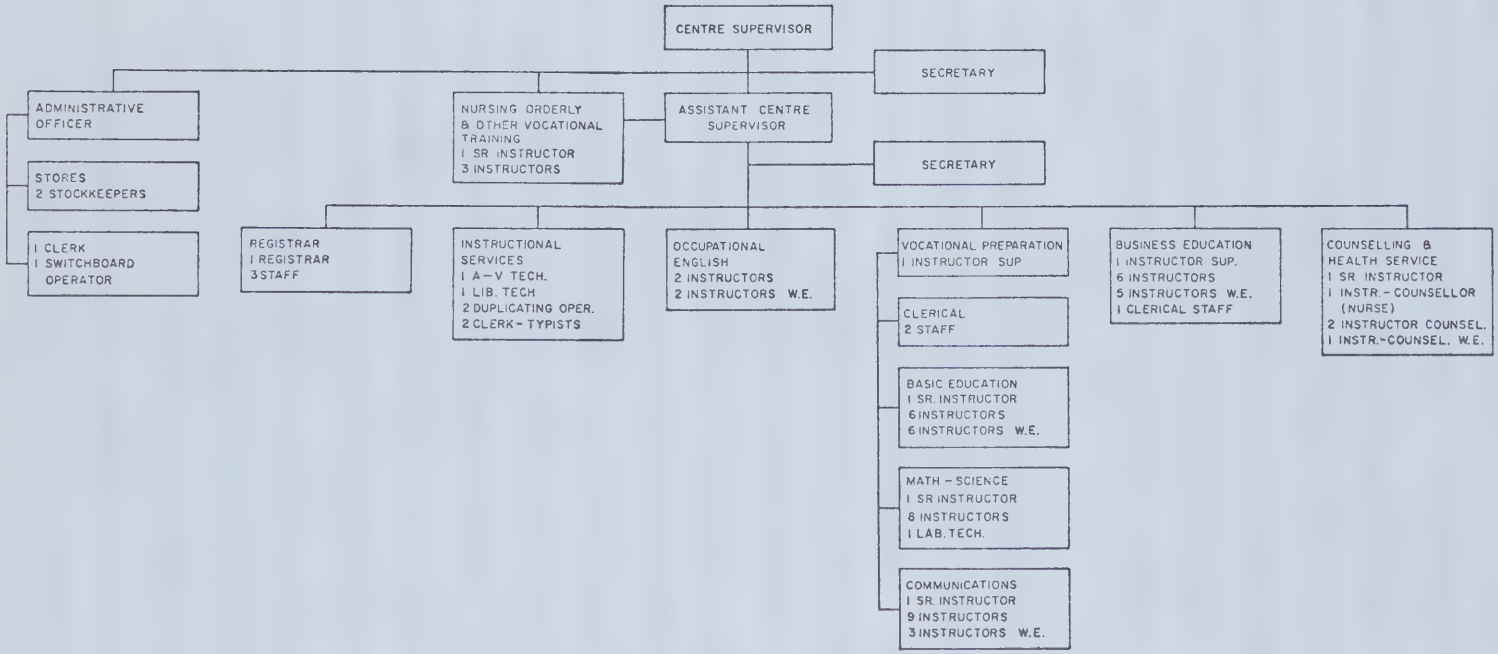


FIGURE 10

AVC EDMONTON

EXISTING ORGANIZATION

NOTE: W.E. WAGE EMPLOYEE .

JAN. 31, 1974

The scope of the Administrative Officer is limited to institutional finances and operation of the stores. In contrast the duties of the Assistant Centre Supervisor are quite diverse. He has responsibility for program administration and exercises supervision over the registrar, the library, audio-visual and duplicating services and counselling and health services. In addition to this he is also expected to undertake the administrative tasks normally ascribed to the vice-head of an educational institution.

The majority of students enrolled at AVC Edmonton are in the Vocational Preparation program. For the purposes of administration, the instructional units of this department are sub-divided according to subject specialty (Basic Education, Math-Science, Communications). Each unit is headed by instructor-senior and the department as a whole is administered by an instructor-supervisor. Despite this attempt to delegate responsibility, the workload on the instructor-supervisor is heavy enough to make administration and supervision a full time job. As a result the instructor-supervisor is left with little time for instructional duties or activities beyond day to day requirements.

A somewhat analagous situation exists in the Business Education program which has eleven instructional staff headed by an Instructor-Supervisor. This person is responsible for a program that runs the full calendar year. Administrative duties, instructor supervision, program revision and development, student counselling and numerous other tasks contribute to a workload that taxes the capabilities of one individual.

The inclusion of counselling and health within the span of control

of the Assistant Centre Supervisor is probably a carry-over from the days when enrolment at this institution was quite small. Under existing circumstances, however, the diversity of responsibilities falling to the Assistant Centre Supervisor and the number of persons reporting to him suggests that some change in the reporting relationship is desirable.

When the Nursing Orderly Program started in 1967 the Centre Supervisor assumed direct responsibility for it in order to give it the direction and impetus needed in the initial stages. This relationship remains unchanged to date and as a result both of the senior administrators at the institution have direct responsibility for the administration of programs.

Unsuccessful attempts have been made in the past to encourage the students to participate in the governance of the institution through a students' organization. These failures are said to be the result of the short sojourn of most of the students, generally less than one year, and the lack of interest by most of the students for this type of activity.

In general, day to day administration and policy formulation rests with the Centre Supervisor, the Assistant Centre Supervisor and the Administrative Officer. Staff participation is basically through representation by the program heads and senior instructors.

A.V.C. Fort McMurray This institution has the highest student enrolment of the three rural AVC's, offers the largest diversity of programs of all AVC's and has a unique structure in that it has two Assistant Centre Supervisors.

The organizational structure shown in Figure 11 shows three basic

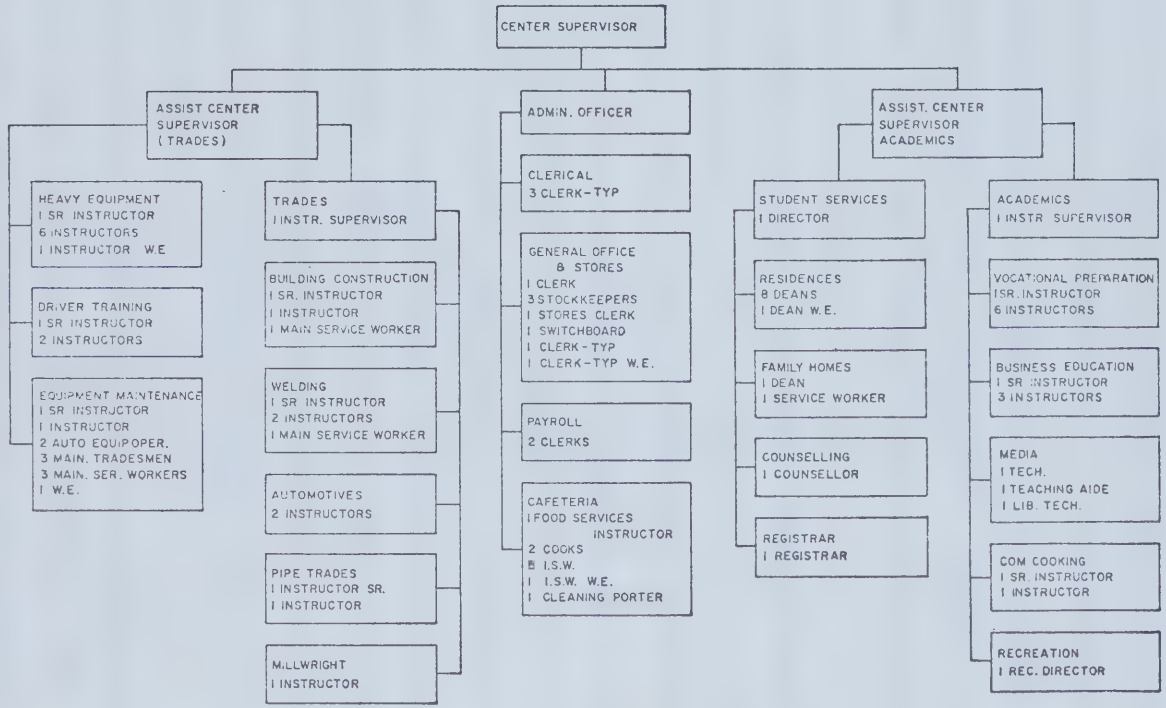


FIGURE 11

AVC FORT MCMURRAY

EXISTING ORGANIZATION

NOTE: W.E. WAGE EMPLOYEE

JAN. 31, 1974

divisions but these are not strictly along functional lines. One of these divisions embraces the trade programs and is headed by the Assistant Centre Supervisor (Trades). The second division combines student services, vocational and academic programs and is headed by the Assistant Centre Supervisor (Academics). The third division is headed by an Administrative Officer whose responsibilities include the financial and administrative affairs of the centre and the operation of the stores and the cafeteria. All three divisional heads report to the Centre Supervisor.

In the trades division, four persons report to the Assistant Centre Supervisor (Trades). Three of these are heads of individual programs in heavy equipment, equipment maintenance and driver training. The fourth is an instructor-supervisor who administers five trade programs.

In the "academic" division two persons report to the Assistant Centre Supervisor (Academics), one of whom is in charge of student services while the other is in charge of academic programs. The responsibilities of the former encompass duties normally associated with student services (counselling, residences, admissions and records). The latter has responsibility for three instructional programs, the library and media services, and recreation.

No health services are provided at the institution, and with only one counsellor on staff, the counselling capability is weak. The single staff member in the area of recreation is far less than one would normally expect for an institution that has a residence capacity of about 125 and a daytime enrolment of about 230. It is quite likely however that this lack of emphasis on recreation is a direct result of the lack of

recreational facilities on campus.

The administrative division is headed by an Administrative Officer whose basic responsibility is for the financial and administrative affairs of the institution. This person also oversees the operation of the cafeteria.

In the administrative division, the variety of tasks that must presently be undertaken are in excess of the available manpower. Activities are split between a downtown and a second (Heavy Industrial) campus. Transfer from one heavy equipment site to another has just been completed but this second site is still in the construction phase. Nevertheless, programs are in progress and needs for transportation, security, maintenance and even student lodging must be met. In addition to this, planning is in progress for construction on the downtown campus, and simultaneously, some buildings and programs must be shifted before the construction can start. The combination of these demands piled upon the day to day activities have resulted in unanticipated strain on the administrative division.

Further Education courses are offered at the institution, but up to the present, no single individual has been charged with the responsibility for overall supervision and coordination of these services. Courses offered are considered to be the responsibility of the supervisor in whose baliwick they fall. The undesirability of this system is becoming evident as the number of course offerings increase.

The management team of AVC Fort McMurray is comprised of the Centre Supervisor, the two Assistant Centre Supervisors, the Administrative

Officer, the Instructors-Supervisor of Trades and Academics, and the Director of Student Services. This group attempts to meet at least once a week. Management also tries to meet with the instructional staff about once every three months. Attempts to organize a student association have met with little success. Student input is achieved through a general meeting held at the end of each semester at which students can air their complaints and make suggestions to management.

The Centre Supervisor has expressed concern over the structure of his organization and its ability to cope with the growth anticipated in the next few years. Concern has also been expressed over the ability of the administration as presently structured to adequately cope with the inconvenience resulting from having a dual campus and with the complex program delivery role envisaged for the institution in the future.

A.V.C. Grouard The organizational structure of this small residential institution has two basic divisions - Administration and Programs.(See Figure 12) The former is headed by an Administrative Officer and the latter by a temporary Assistant Centre Supervisor. Both of these persons report to the Centre Supervisor.

The Administrative Officer is responsible for financial affairs, general administration, the operation of the cafeteria, the student residences, stores, transportation and other duties not assigned to the Assistant Centre Supervisor.

The Assistant Centre Supervisor assists the Centre Supervisor in his duties as chief executive officer, and in addition supervises the instructional programs (Academic Preparation, Trades, and Business

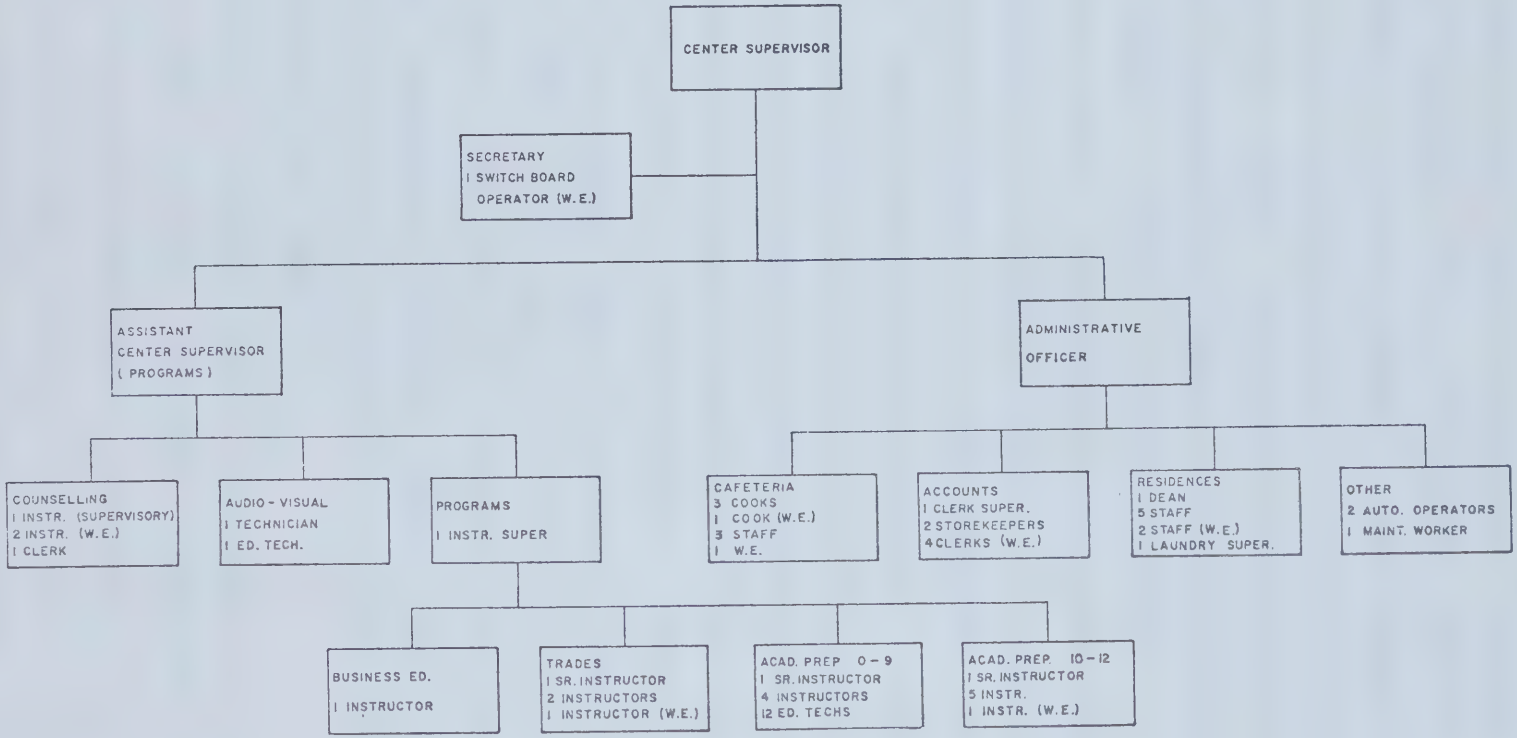


FIGURE 12

AVC GROUARD

EXISTING ORGANIZATION

NOTE: W.E.-WAGE EMPLOYEE

JAN. 31, 1974

Education), student counselling and the audio-visual services.

One of the programs offered at AVC Grouard - Educational Technician Training - is unique in Alberta. In this program instructors are trained for work among native people, especially in isolated communities in the province's North. These students are trained "on the job" in the Academic Preparation (0-9) classes. One difficulty experienced with this arrangement is the lack of adequate supervision of the educational technician students. As presently structured, one instructor-senior is responsible for curriculum (for grades 0 - 9 students as well as for the educational technicians), for the supervision of four instructors, for the supervision of the educational technician trainees, for program development and for student interviews.

Another difficulty faced by the instructional staff at Grouard is the lack of sufficient personnel to adequately meet the program development needs of the institution and of the Community Vocational Centres in the Northwest. The Community Vocational Centres are managed from the Co-ordinator's office in Slave Lake, but are staffed by Educational Technician graduates from Grouard. The instructional material used in these centres is developed and prepared at Grouard. The staff is therefore responsible for program development on and off campus, and are having difficulties meeting these demands.

The lack of a permanent Assistant Centre Supervisor is of some concern to the Centre Supervisor. As presently demonstrated, this position is needed to round out the administrative complement of the centre, to deputize for the Centre Supervisor in his absence and to assume responsibility for a designated phase of the centre's operation. The

administrative needs of the centre are more complex than consideration of enrolment only would indicate. Factors contributing to this increased complexity are its isolated rural setting, the extent of the geographic region served, its association with the Co-ordinator's office at Slave Lake and with the Community Vocational Centres, the characteristics of its student body and the frequent but necessary absence of the Centre Supervisor away from the campus.

The management of AVC Grouard encourages participation in the centre's governance as much as possible. The Assistant Centre Supervisor and the Administrative Officer try to meet with individual staff members regularly or as needed. Faculty communication is through the instructors-senior and although a faculty association exists it is more of a social organization. Due to the transient nature of the student body, the Students Union is virtually defunct and little input is received from the students.

A.V.C. Lac La Biche This institution was established in 1973 when the Department of Advanced Education took possession of Alberta Newstart Facilities in the town of Lac La Biche. The organizational structure shown in Figure 13 is basically the structure adopted when operation started. Some adjustments have been made in the interim to accommodate program and administrative needs.

The senior administrative unit of this institution comprises of the Centre Supervisor, the Assistant Centre Supervisor and the Counsellor. Others reporting to the Centre Supervisor are the Administrative Officer, the Instructor who runs a mobile workshop at Kikino, and the Instructor-

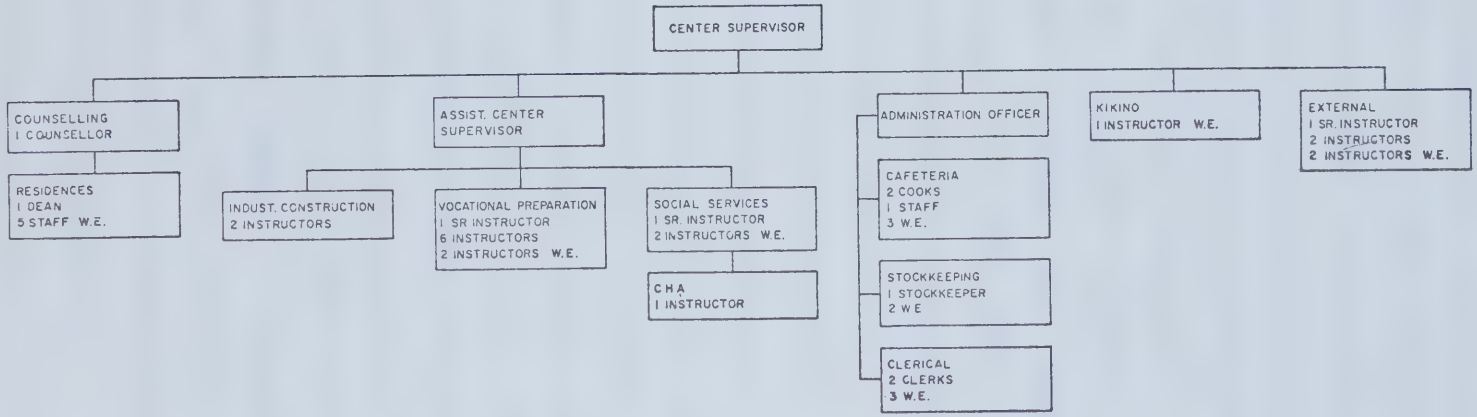


FIGURE 13

AVC LAC LA BICHE

EXISTING ORGANIZATION

NOTE: W.E. WAGE EMPLOYEE

JAN. 31, 1974

Senior in charge of the Community Vocational Centres.

The Administrative Officer assumes responsibility for the financial affairs of the institution, oversees the operation of the cafeteria, supervises the stores and manages the general administration.

The Assistant Centre Supervisor provides general assistance to the Centre Supervisor in the overall running of the institution and supervises the three basic program units on campus - Industrial Construction, Vocational Preparation and the combined early Childhood Services & Community Health Aide program. The latter two units are each headed by an Instructor-Senior, but the Industrial Construction program is directly supervised by the Assistant Centre Supervisor.

There is only one counsellor on staff. He forms the nucleus of a student services division, and in addition to his counselling duties has responsibility for the residences and for admissions.

Some aspects of the existing organizational structure at AVC Lac La Biche are the source of concern to the Centre Supervisor. The Administrative Officer's classification does not reflect the magnitude of the duties and responsibilities falling to this position. The growth of the centre over the past six months, combined with its management of external "campuses" has resulted in an administrative workload in excess of that originally envisaged. Because of the present classification of the Administrative Officer, many of the duties that should normally be delegated to this position must be attended to by either the Centre Supervisor or the Assistant Centre Supervisor.

The position of Co-ordinator - North East has been vacant for some time. With the establishment of AVC Lac La Biche, the Centre

Supervisor recognized the need for training programs in the native communities in the surrounding region, and co-opted a departmental counsellor to assess these needs. Once the needs were assessed the Centre Supervisor went one step further and had the co-opted counsellor establish and supervise training programs in four native communities (Community Vocational Centres). These programs are presently doing very well and most likely the service will be expanded to other communities. In order to continue providing these services, the temporary arrangement presently existing should be changed and the link between the AVC and the Community Vocational Centres firmly established.

A third concern centers around the position of Assistant Centre Supervisor. When the centre was opened, a decision was made to establish an Assistant Centre Supervisor position but not to fill the position until there was a demonstrated need for it. Shortly after operations began it became evident that an Assistant Centre Supervisor was needed to act for the Centre Supervisor during his frequent absences from the institution, to augment the senior administrative personnel and to cope with the quicker than anticipated growth of the centre. The position was filled on a temporary basis and a transfer from temporary to permanent status is now desired.

The management team at AVC Lac La Biche comprises of the Centre Supervisor, the Assistant Centre Supervisor, the Counsellor, the Administrative Officer, the two Program Heads, and the Instructor-Senior (External). This team meets once a week to discuss issues of internal concern to the institution. Efforts are made to involve the staff as

much as possible but this tends to be done informally. To date there has been little student participation but the management is encouraging the formation of a students union. Hopefully the students will then take a more active role in the governance of the institution.

Alberta Petroleum Industry Training Centre APITC is somewhat of an anomaly in comparison with the other institutions covered by this study. It is small, specialized, and virtually autonomous. The courses offered are generally one week in duration and are geared specifically to meet the needs of the drilling phase of the petroleum industry. The number of students at any given time is directly related to the industry's activity and peaks during the spring months when drilling slows down. From April 15 to May 15, 1973 the Centre served a total of 650 students, but during the winter months when drilling activity peaks, the Centre serves very few students. It is estimated that about 1200 students will complete courses at APITC during the current academic year.

The Centre employs seven instructional staff members. As illustrated in Figure 14 the organizational structure is quite straight forward. The Centre Supervisor maintains direct control over all aspects of the operation and all decisions are made by him. The Instructor-Senior acts as a sort of assistant when required and supervises the other instructors. One of the instructors assumes responsibility for program development.

The problems that APITC experiences are more external than internal and are related to such factors as the fluctuation in student numbers corresponding to the seasonal demand for workers in the field. There

have been some discussions regarding affiliation with N.A.I.T. but these have been of an exploratory nature. The Centre Supervisor did however indicate that affiliation was preferred over absorption to ensure that the identity of the Centre not be lost.

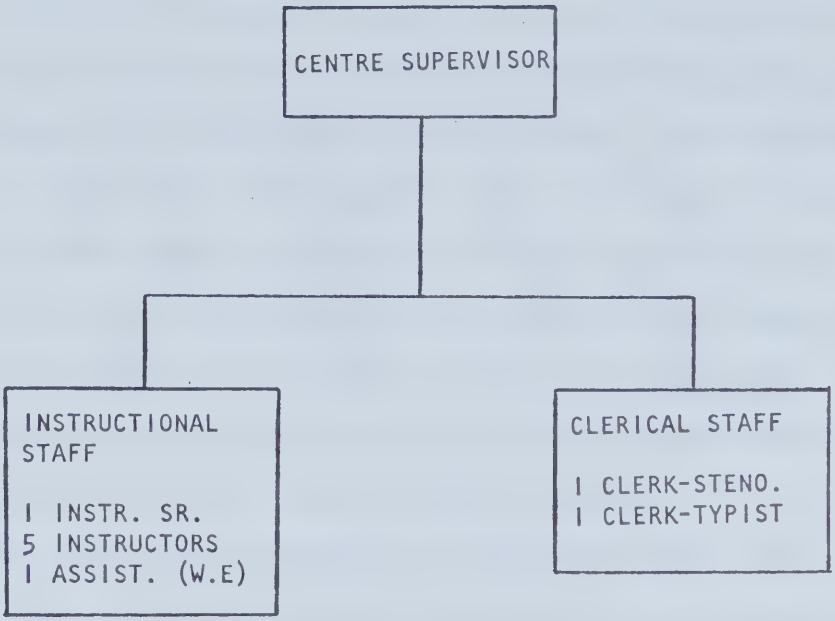


FIGURE 14
ALBERTA PETROLEUM INDUSTRY TRAINING CENTRE
PRESENT ORGANIZATION
JANUARY 31, 1974

V PROPOSALS FOR REORGANIZATION

It would be instructive to point out at this juncture that each of the proposed structures presented in this section of the report were initially submitted by the head of the institution. This initial submission was then examined and compared to the ideal model and where discrepancies arose, these were discussed with the institutional head. This procedure resulted in structures that were based on sound organizational principles but which did not necessarily mirror the ideal model. The final reflected the wishes of the institutional head with respect to subunit allocation within the basic functional divisions.

The proposals as presented have deliberately been kept broad and general. Few classification positions were identified even when these were submitted by the institutional head. The reason for this was to prevent the major thrust of this report from becoming sidetracked by a subordinate issue. Position classification has many facets (financial, need, institutional size) that cannot be adequately considered within the scope of this study, and these should be considered separately. Although position classifications were not identified, it is expected that wherever feasible a head will be appointed for each division, sub-division or unit, and each program.

The Colleges

Proposals for reorganization at the colleges involves structural rearrangement along functional lines and recommendations for the creation of positions for the management personnel needed to head the various units.

Hopefully the proposed structures would provide more upper management support for the principals, encourage greater ease of operation and improve co-ordination within the institutions.

Each college operates a farm, the status of which is presently the subject of discussions between the Department of Agriculture and the Department of Advanced Education. When the colleges were transferred from the former department to the latter the farms were transferred too. However, the Department of Agriculture now wishes to utilize these farms for research work. The principals are willing to cooperate in this regard but wish to maintain the administration of the farms to ensure that they will continue their teaching support function. The principals have expressed a preference for the farms serving a dual purpose as a large scale laboratory for the college, and as a research centre for the Department of Agriculture. To accommodate this dual purpose, Olds and Vermilion Colleges have proposed that an applied research unit be established with responsibility to facilitate these needs. Logical placement of this unit is in the program division under the direction of the divisional administrator. The Principal of Fairview College has chosen to keep the farm within his span of control mainly because he feels that the broad nature of the duties and responsibilities of the farm manager warrants direct coordination by the Principal. Future developments may require a change in this arrangement. Further elaboration on the Principal's reasons for maintaining direct supervision of the farm are contained in Appendix "G".

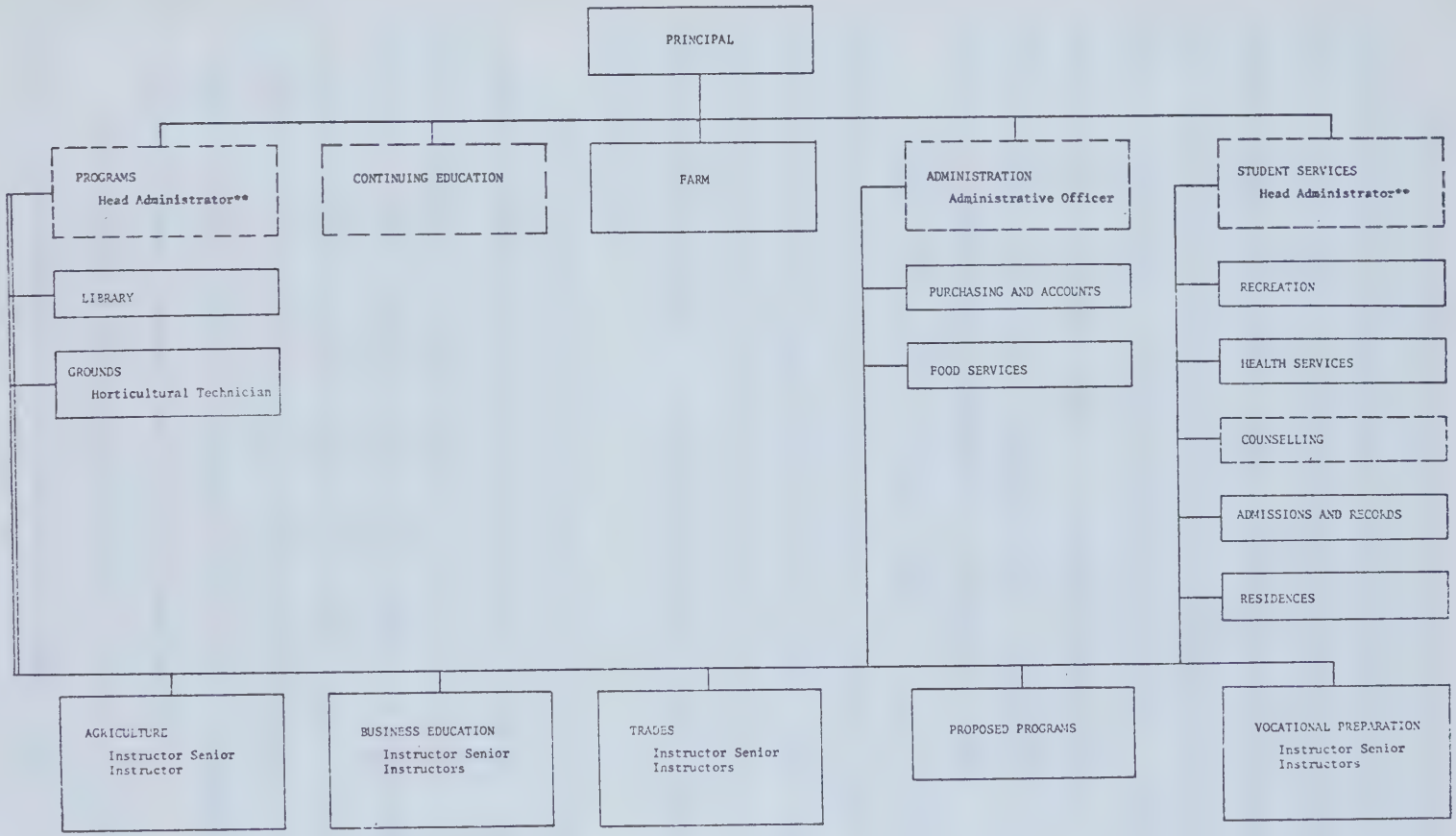
Another proposal that applies generally to all colleges is the

creation of a vice-principal's position. As was stated earlier in the report, each college has an individual acting in the capacity of vice-principal, but this position has not been formalized at any of the colleges. It is anticipated that the vice-principal would double as head of one of the three functional divisions recommended for each college.

Fairview College Reorganization of the administrative structure of Fairview College involves regrouping of virtually all of the functional units. Currently only the instructional programs are grouped under the leadership of a head administrator. All other organizational units are directly supervised by the Principal.

Figure 15 illustrates the proposals for the reorganization of the college's administrative structure. Under this proposal the Principal will continue to supervise the operation of the college farm and he will also supervise the proposed Continuing Education unit. All other functional units at the college will be administered in one of three divisions - Programs, Administration or Student Services.

The Programs Division will undergo moderate expansion. Four new programs will be started in the existing program departments and the head of the division will assume responsibility for the library. The books now carried by the college library are mainly for leisure reading but the acquisition of special funds earmarked for library use in the fiscal year 1974-75 may well mark a change in the purpose of the library. Bringing the library under the administration of the Programs Division will most likely enhance its potential for development into a fullfledged learning resources centre.



LEGEND

---- Proposed Functions
——— Present Functions
** . Proposed Positions
═══ Line Relationship

FIGURE 15

fairview college

Proposed Organization
May 31, 1974

Fairview College sorely needs the services of an administrative officer and steps have been taken to create this position. The incumbent will act as the head of the Administrative Division and thus will assume responsibility for finance, food services, and other general administrative tasks. This move will serve to ease much of the workload that the Principal now carries. One of the serious problems at the College has been the lack of support staff for general administration. To ease this situation the Principal has suggested that the College acquire the services of additional stenographic and clerical help.

Recreation, health services, admissions and records, and residence administration have been grouped together under the administration of one individual to form a Student Services Division. The College currently lacks any counselling services other than that provided informally by interested instructors. A counselling unit is thus proposed for inclusion in this division.

The Principal plans to establish a Continuing Education department to serve the needs of the College's geographic region. He has proposed the appointment of a representative who will work parallel to and in cooperation with an opposite number at Grande Prairie Regional College. The broad scope of responsibility of this individual, the need for coordination with activities at Grande Prairie College, and the newness of this activity at the College were factors that induced the Principal to exercise direct supervision of this department.

The proposals for reorganization of Fairview College do not reflect the recommendations of the recent Downey Report. This report

proposed a comprehensive system of adult education for the geographic area of Northwestern Alberta and Northeastern British Columbia. In his report, Downey suggested that Fairview College and Grande Prairie Regional College be amalgamated into a "single but multi-campus college". (Downey, 1974:29) The Alberta Department of Advanced Education has not yet acted on these recommendations and final policy decisions may be some time in coming. For this reason, this study has chosen to treat Fairview as it presently exists as a separate, independent institution.

Olds College The existing organizational structure of Olds College has two distinct functional divisions - Administration and Student Services. The library, community services, the farm and all programs fall within the direct span of control of the Principal. The college's reorganizational proposal calls basically for the retention of the two existing divisions and the creation of a third for instructional services.

The organizational structure that the Principal envisages is illustrated in Figure 16. He recognizes, however, that before this structure can become operational, time is needed to permit adequate preparation (budgetting, position establishment, staffing, etc.) for the proposed changes. There will thus be a transitional period during which the interim organizational structure shown in Figure 24, Appendix "B" will be adopted at the College.

Under the proposed structure (Figure 16) the persons reporting to the Principal will be the heads of the three administrative divisions, the individual responsible for public relations, and the head of the

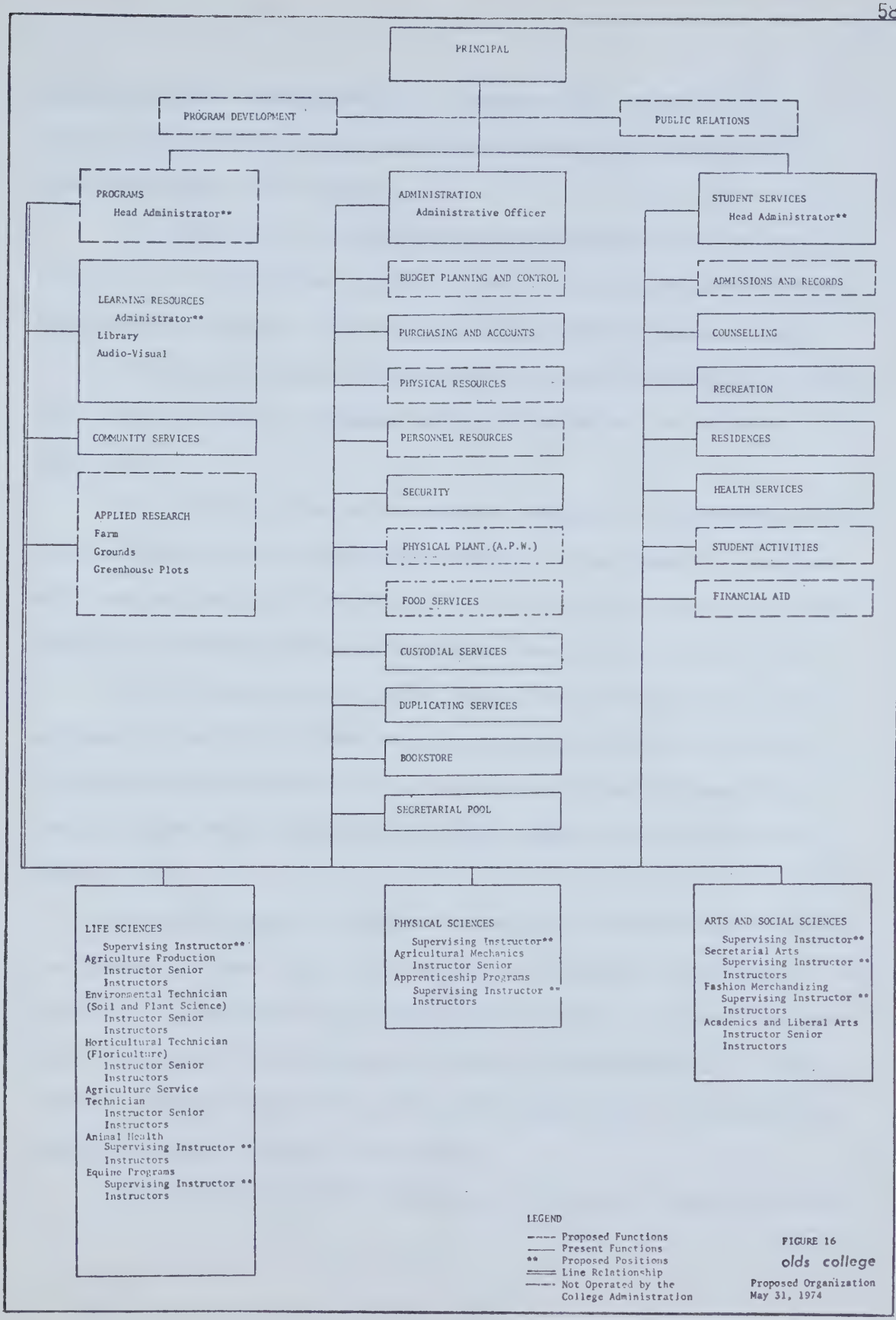


FIGURE 16

olds college

Proposed Organization
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proposed Program Development unit. This unit will serve as the institutional research arm of the college and will be responsible for translating needs into programs.

The head of the Instructional Services Division will be responsible for all instructional programs, for the Learning Resources Centre, the Community Services unit, and the proposed Applied Research unit.

The instructional programs will be grouped into three departments - Life Sciences, Physical Sciences and Social Sciences - as shown in Figure 16.

The administration of all evening courses, correspondence courses, and short courses will be the responsibility of the Community Services unit, and this unit will also coordinate the many conferences, workshops, seminars and meetings held at the college throughout the year.

Olds College has a well run library and although audio-visual equipment is available, there are no organized audio-visual services. The reorganization proposal calls for the combination of these two services under the direction of one administrator to form a Learning Resources unit.

Proposed changes in the Administrative Services Division involve a broadening of some of the services now provided and the addition of two new units. An example of the broadening of services is the proposal for full time personnel in the bookstore and duplication operations. This change is needed to cope with anticipated demands that will materialize with the increase in size of the college.

One proposed new unit is Personnel Resources. Through this unit

there will be an on-site capability to handle many personnel matters now getting the personal attention of the Principal. The unit will also facilitate Advanced Education's plan to decentralize personnel services.

Olds College hosts a large number of conferences, workshops, club meetings, etc. These activities involve a great deal of work in booking, space allotment, and reservations for accommodation and food services. The Principal is of the opinion that the work involved warrants the full-time attention of an individual, and has proposed the creation of a Physical Resources unit for this purpose.

In the Student Services Division the need for three additional services is foreseen. The lack of an admissions and records capability is being more keenly felt as enrolments at the college increase. Creation of this unit is a mandatory forerunner to computerized records, a step which the college is planning to take in the near future.

A large number of the students live in the residence facilities on campus, but there isn't anyone designated to organize and coordinate student activities other than athletics. Athletics falls under the jurisdiction of the coordinator of recreation, but other activities of a social and cultural nature have been handled on an informal basis by the Deans of Residence and interested instructors. The size of the student body (existing and projected) warrants a degree of direction and attention that could only be provided if a distinct unit was charged with this responsibility. For these reasons the Principal has proposed the creation of a Student Activities unit.

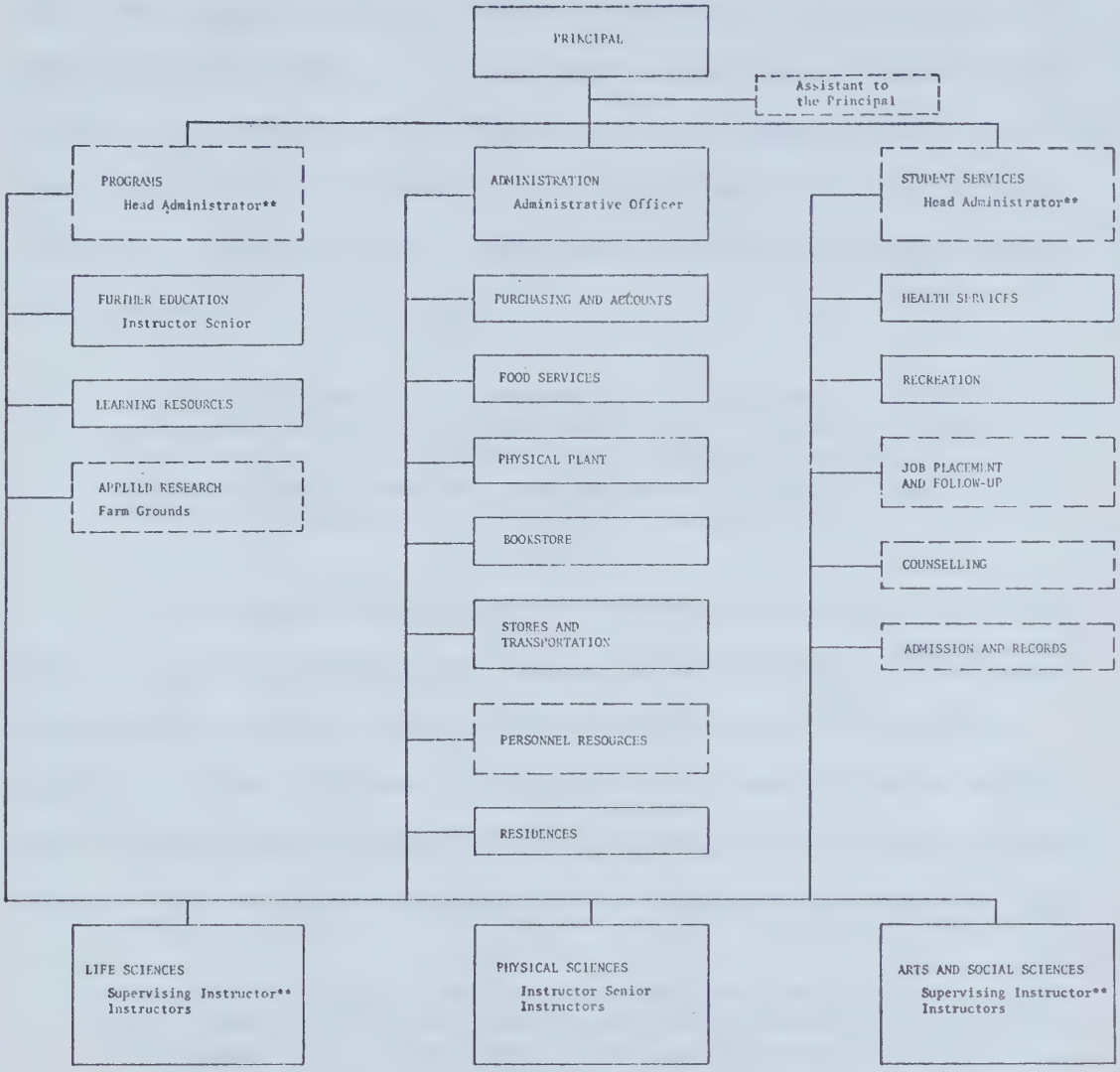
The need for a Financial Aid unit to administer student loans,

scholarships and bursaries is now quite evident. With the addition of these organizational units, the Student Services Division will ensure the provision of a well rounded environment for the students.

Vermilion College The present administrative structure of Vermilion College has provision for only one distinct functional division - Administration. All other operational units and each instructional division are supervised directly by the Principal. (See Figure 6) Reorganization therefore involves the formation of the divisions of Programs and Student Services and the appointment of administrators to head each. The proposed re-alignment of organizational units within all three divisions is illustrated in Figure 17.

The administrator of the Programs Division will assume responsibility for all programs as well as for the Learning Resources unit, the Further Education unit and the proposed Applied Research unit.

The proposed Student Services Division will include recreation and health services, and three proposed units - Counselling, Admissions and Records, and Job Placement and Follow-up. The acquisition of a counselling unit will fill a long standing void at the College. An admissions and records unit will provide a centralized service with attendant advantages (prompt services, improved referral, reliable record) accruing from having this task as a specific responsibility of an individual. Job placement is presently carried out by interested instructors at the College, but almost no follow-up is done. As the College grows there will be a decided advantage in having a specific unit responsible for student employment and follow-up could be a useful institutional research tool.



LEGEND

- ---- Proposed Functions
- —— Present Functions
- ** Proposed Positions
- ═══ Line Relationship

FIGURE 17

vermilion college

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The Administrative Division will continue to assume responsibility for all of the functions that presently fall under its jurisdiction. One suggested change is the establishment of a discrete unit to manage personnel affairs. This function is presently carried out by the division but no single unit is charged with the responsibility. As in the case of Olds College, personnel matters would hopefully be handled more efficiently through this unit. The major function of the Administrative Officer as stated by the Principal is:

> ... budget planning and information, budget control and operations as well as budget preparation. Adding to this the functions listed as well as allocation of space and coordination of services, the success of the operation of the institution is largely his responsibility.

In a proposal presented by the writers , an attempt was made to reduce the variety of duties falling to the Administrative Officer and also to remove from this division some units that may be fitted more logically in other divisions. For example, a recommendation was made to place residence administration within the purview of the Student Services Division. The Principal responded to this suggestion by explaining that:

> The Head of Student Services would concern himself with the living conditions, student well being and organization of student life in residence. The Head of Administration would concern himself with the operation of the residence and food services. This is a major and ongoing task. It involves the assignment of living accommodation, registering, deregistering, keeping accountable records, general maintenance, refurnishing, etc. Because of the ongoing nature of the latter, it would be more desirable to have "residences" as the responsibility of the Head of Administration.

There still remains in our minds some uncertainty over the manner in which the administration of the farm is carried out at the College. Figure 17 shows farms and grounds (Applied Research unit) as the responsibility of the Programs Administrator. The Principal however sees the administration of the farm as the dual responsibility of the heads of the Program and Administration Divisions. This point is illustrated on the chart presented in Appendix "C" and elaborated on in Appendix "G".

The Principal proposed that no one individual be designated as vice-principal. His preference was for the creation of a position of Executive Assistant who would assist him with all information services, public relations, data and information gathering, and liaison with business, industry and other educational institutions. In those instances when there is a need for someone to deputize for him, any one of the divisional administrators would be assigned.

The Institutes of Technology

The presidents of NAIT and SAIT indicated that their existing organizational structures were quite satisfactory for the present and short term future needs of the institutions. They pointed out that because of the magnitude and complexity of the operation, it was necessary for the presidents to maintain a critical balance among the myriad personalities of a large and heterogeneous staff. There was thus no need for reorganizing the administrative structures at this time, primarily because the organizations were working well. They explained that reorganization at

their institutions was a flexible and on-going process geared to respond to situations as they arose. There were no current problems which the Presidents could attribute directly to the existing institutional organizational structures.

Despite this viewpoint, the opinions of the Presidents were sought on several concerns that became evident during the course of the study. One concern related to the rather large and diversified nature of the responsibilities of the Administrative Vice-Presidents. Attention was drawn to the magnitude and multi-faceted nature of the Student Services Division, and the question asked whether it would not be advisable to remove this division from the span of control of the Administrative Vice-President. The advantages of such a move were stated as a lighter workload for the Administrative Vice-President with corresponding opportunity for him to give greater attention to broad overall matters. In addition the President would have the opportunity to communicate directly with one segment of the organization that is significant in size and function.

In response to this question the Presidents stated that they were completely satisfied with their present organizations and there was little likelihood of such a change taking place in the near future. In further discussion on the need to lighten the workload of the Vice-Presidents and Academic Directors, the President of SAIT said that the rapid growth of the College of Art indicated that a fourth academic directorate may be a necessity within the next five years.

Another concern was the apparent lack of a formalized program research and development capability. The President of SAIT agreed that the services of an office for this purpose would help considerably, but

he pointed out that budgetary restraints prevented such an acquisition. At the present time an adequate job is being done through the cooperation of the directors, department heads and the instructional staff.

The President of NAIT stated that he was completely satisified with the institute's work in research and development. This was dealt with in much the same fashion as SAIT with the exception that assistance was available from the office of the Director of Academic Research and Development.

A third concern was the lack of an office for physical planning. The impending expansion of physical facilities at both institutions, plus the expressed desire of the Campus Development Office for each institution to work within a master plan, provided a basic rationale for a planning capability. In addition, the iterative nature of the planning process indicates that it is a job that demands the services of a full time professional. The President of SAIT agreed that a professional planner would be an asset to the institution, but pointed out that they were working on the last major construction job on the campus. Planning up to the present has been a cooperative effort between the Director of Physical Planning and Alberta Public Works, and has worked very well.

The President of NAIT said that, despite the lack of a professional planner on campus, he was well pleased with the results achieved through the joint efforts of the institution's planning committee, the shop director and the office of the Director of Academic Research and Development.

Other concerns discussed included the variation in size of the

academic department at the two institutions, and the apparent lack of homogeneity of some academic divisions. The Presidents both said that they were aware of the anomalies observed, but found it difficult to correct them. The President of NAIT said that a planning document recently submitted to Campus Development Services indicated an intention to pursue clustering of programs having common components.

The President of NAIT foresees only minor changes in the lower echelons of the organizational structure as the institution grows. The President of SAIT foresees the possibility of major organizational changes as enrolment approaches its long term goal of 8,000 students.

The Alberta Vocational Centres

The reorganization suggested for the AVC's varies for each institution. Each structure was re-aligned to reflect the ideal model and also to accommodate the preferences of the Centre Supervisors.

Proposals are not presented for AVC Fort McMurray in this section of the report as the administrative structure of this institution is the focus of another study by the Management Advisory Services of the Personnel Administration Office. The writers' view are however, presented in Appendix "D".

No recommendations for reorganization were made for A.P.I.T.C.

AVC Calgary As illustrated in Figure 18, AVC Calgary requires little administrative reorganization. The Centre's present administrative structure is more or less aligned in the three functional divisions suggested by the ideal model. Likewise, the organizational units are assigned in a consistent manner.

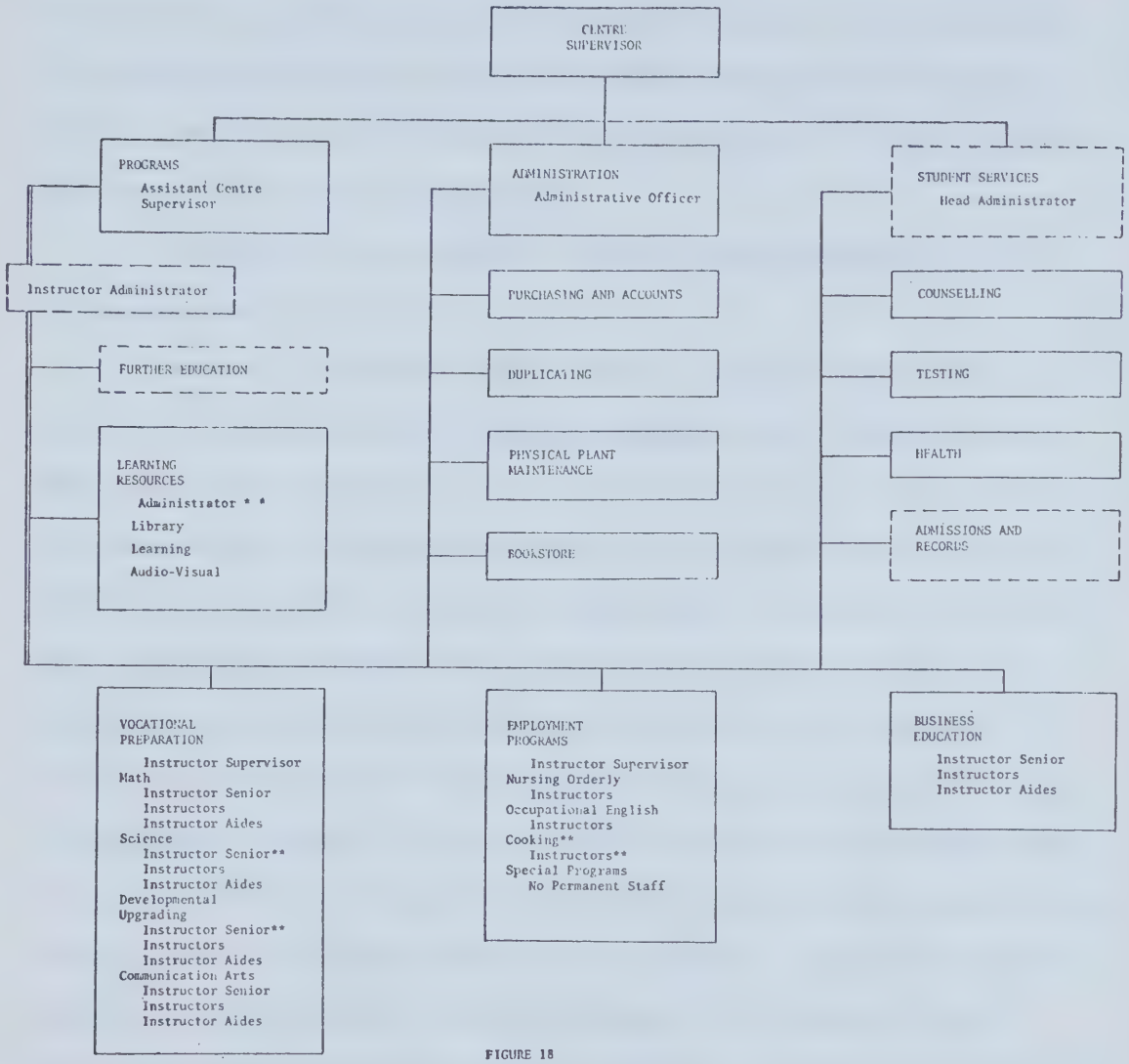

FIGURE 18

alberta vocational centre
calgary

Proposed Organization
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LEGEND

---- Proposed Functions
—— Present Functions
** Proposed Positions
Line Relationship

The Centre Supervisor has recommended that the activities of the existing Counselling and Health Division be expanded to create a more complete and comprehensive Student Services Division. This expansion involves the addition of an office to handle admissions and records, a service sorely needed to cope with the large number of students entering and leaving the institution annually.

No change is anticipated in the duties and responsibilities of the Administrative Officer.

One of the problems stemming from the present administrative structure involves the heavy workload demanded of the Assistant Centre Supervisor. This individual is required to maintain responsibility for all programs and the associated supportive functions, and is expected to assume responsibilities as the Vice-Head of the institution. To lighten this individual's workload, the Centre Supervisor has proposed the creation of an additional administrative position for the programs division. (See Figure 18) The incumbent will assume responsibility for instructional programs (a task now carried by the Assistant Centre Supervisor) and will also be responsible for the proposed Further Education and Learning Resources units. Under this arrangement, the Assistant Centre Supervisor would be able to devote more time to the duties as the Vice-Head and to supervise program development, maintain liaison with other institutions and industry, and to see to other functions that are receiving inadequate attention presently.

As an alternative, the writers suggested that the pressure on the Assistant Centre Supervisor could be eased without the addition of

another supervisory level by delegating more responsibility to the heads of individual program departments. Delegation may mean increased duties and responsibilities for the positions, and if this is the case then upward classification should be considered. Under this arrangement, the Assistant Centre Supervisor would have five persons reporting to her, but many of the duties and responsibilities that she now undertakes will be delegated to the unit supervisors. This should allow the Assistant Centre Supervisor the time needed to attend to the other duties mentioned.

The Centre Supervisor considered this suggestion but pointed out some undesirable consequences that may result from its implementation. As the majority of students at the institution are enrolled in the Vocational Preparation programs, application of the principle of delegation would likely require upward reclassification of the Vocational Preparation Department Head. Present trends in the department however, are towards lower enrolments and the Centre is thus faced with the need to upgrade administrative staff in a department with an uncertain future. If enrolments decrease in academic programs and increase in employment programs, the Centre may be left with a heavy administrative complement in academics and a shortage in employment programs.

The Centre Supervisor did however indicate a willingness to delay recruiting to the Instructor-Administrator position. He is of the opinion that the other proposed changes may in themselves alleviate the pressure on the Assistant Centre Supervisor.

In spite of the hesitation to upgrade the top administrative position, there is a decided need to increase the number of supervisory

instructors within the Vocational Preparation Department. The two programs (Math-Science and Communications) currently comprising the department are too large and too demanding to be effectively administered as presently organized. It is proposed that the department be reorganized into four sections - Math, Science, Developmental Upgrading and Communications - each of which will be headed by an Instructor-Senior. The department as a whole will continue to be administered by the Instructor-Supervisor.

The Employment Programs and Business Education departments will for the time being retain their present structurs.

A.V.C. Edmonton Figure 19 illustrates the proposed administrative reorganization for AVC Edmonton.

One move involves the amalgamation of the Centre's student services elements under a divisional administrator and the placement of this administrator within the direct span of control of the Centre Supervisor. This move was made to strengthen the administration of the functions associated with student services and also provide the Centre Supervisor with the resources and talent of a third management individual. The Centre Supervisor had suggested that this administrator be responsible for a proposed testing and research unit, the purpose of which would be the testing of incoming students and conducting follow-up studies and internal research on student numbers and needs. Also proposed is a day care centre to serve the needs of students with families. It is anticipated that the provision of this service would encourage more women to enrol.

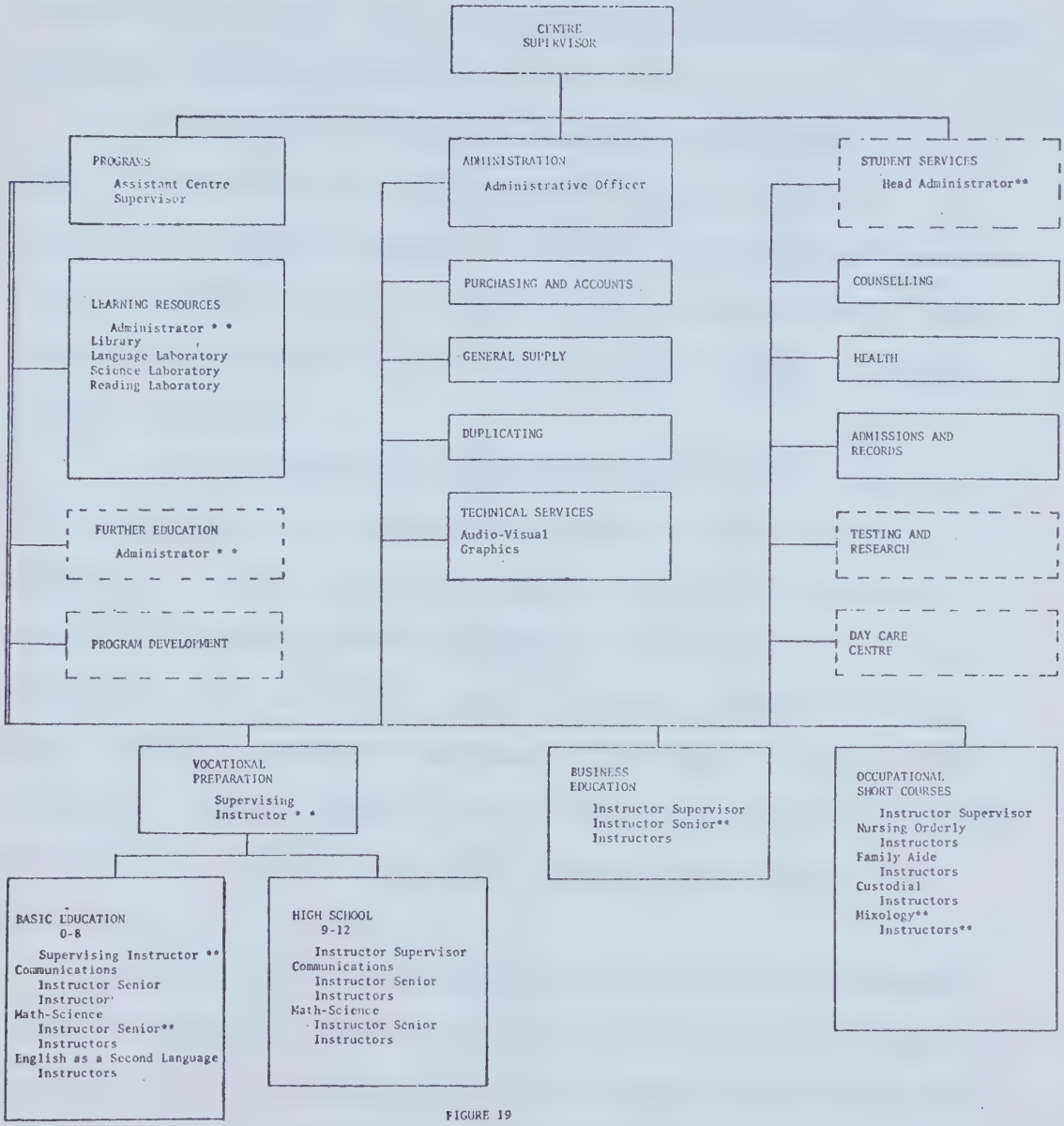


FIGURE 19

alberta vocational centre edmonton

Proposed Organization

May 31, 1974

LEGEND

---- Proposed Functions
—— Present Functions
** Proposed Positions
═══ Line Relationship

The functions of the Administrative Officer will be expanded to include the supervision of the duplicating services and a proposed technical services unit. This unit will provide audio-visual and graphic services to the entire institution.

In the proposed structure the Assistant Centre Supervisor will maintain responsibility for programs and all support functions. The library and the reading, language and science laboratories will comprise the Learning Resources Unit. These laboratories are to be administered through Learning Resources to facilitate the multi program utilization that they must serve.

Also to be placed within the administration of the Assistant Centre Supervisor is a new department to handle further education. The major purpose of this department will be to oversee and coordinate all extension and community service programs. As this department involves liaison with other institutions and with industry, its administrative needs are slightly different than those of the regular programs. The creation of a separate capability will serve to ease the workload of the Assistant Centre Supervisor and ensure adequate leadership for this service.

One of the concerns expressed by the writers was the apparent lack of a formalized capability for program development. The Centre Supervisor indicated that this function was presently being taken care of through the joint effort of the instructional staff, the program administrators and the Assistant Centre Supervisor, and he preferred this to remain unchanged for the present. However, at some time in the

future, if institutional growth warrants, it may become necessary to create a separate capability that could coordinate these efforts, conduct the necessary research and maintain liaison with industry. In that event, the function of program development should be considered as a support service to the learning process and therefore be aligned under the supervision of the Assistant Centre Supervisor.

Within the individual program departments several changes were proposed. The Vocational Preparation Department has proved to be unwieldly for its present administrative organization. To make this department more manageable, the Centre Supervisor suggested that it be divided into two major sections, Basic Education and High School. Basic Education will be subdivided into three smaller units of English as Second Language, Communications and Math-Science, each to be headed by an Instructor-Senior. The High School section will be subdivided into Communications and Math-Science, each headed by an Instructor-Senior. The whole department of Vocational Preparation will be administered by an Instructor Administrator who will report directly to the Assistant Centre Supervisor.

The proposed Occupational Short Courses Department will include the Nursing Orderly, Family Aide and Custodial programs and the new programs such as Mixology. These programs are not yet large enough that they require individual supervisory staff. The department as a whole will be administered by an Instructor Supervisor who would report directly to the Assistant Centre Supervisor.

The Business Education Department will for the time being, maintain its present organization with the addition of an Instructor-Senior to

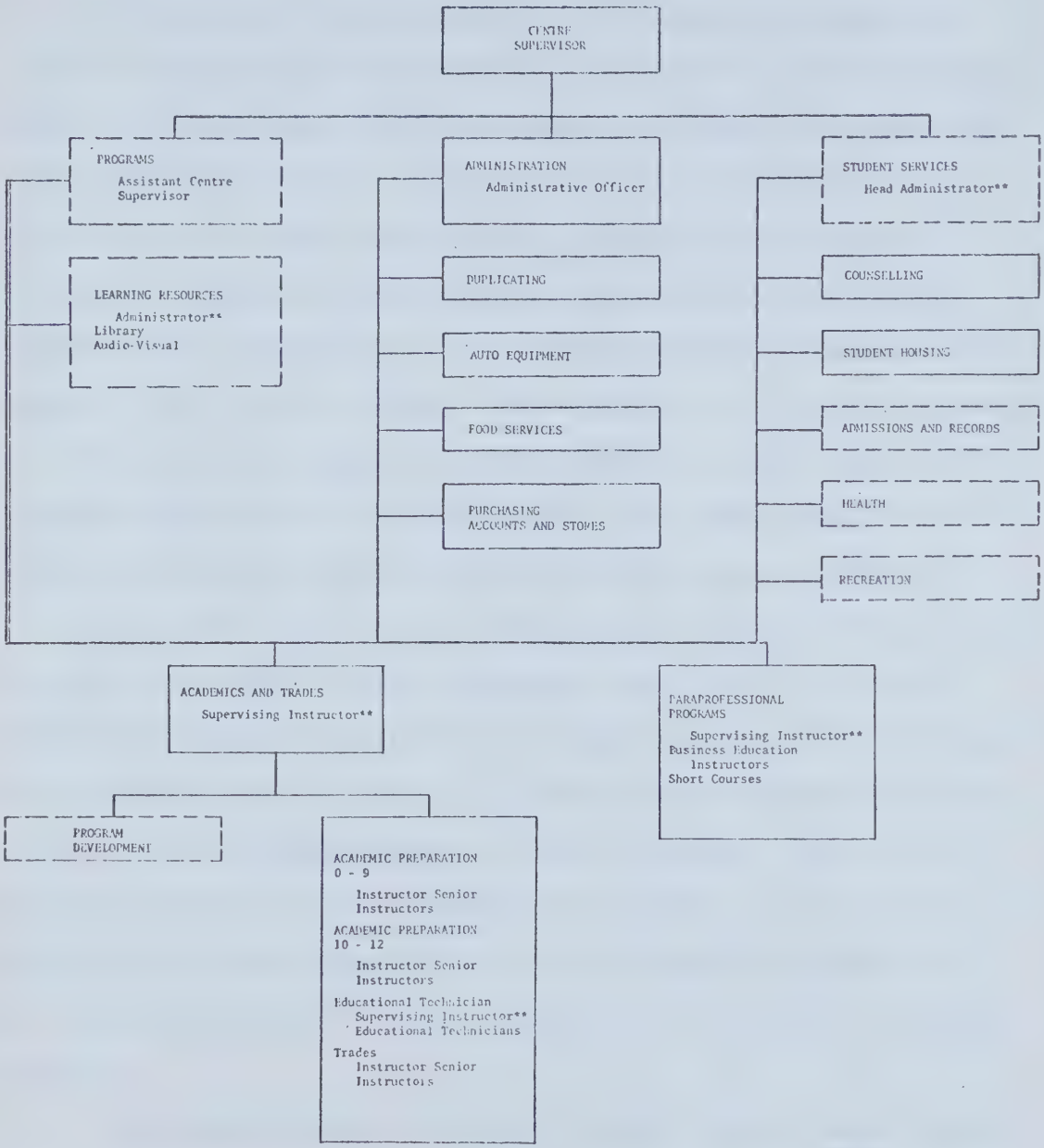
assist the present Instructor Supervisor. Subdivision of the department will depend upon its future growth.

A.V.C. Grouard Reorganization of the administrative structure of AVC Grouard is required to align the structure into the three functional divisions suggested by the ideal model. This will be accomplished through the creation of a comprehensive Student Services Division and the placement of the divisional administrator within the span of control of the Centre Supervisor. (See Figure 20)

The Student Services Division will be formed initially through the shifting of the counselling and housing units, presently being administered by the Assistant Centre Supervisor and the Administrative Officer respectively. The division will be rounded out with the addition of the proposed capacities for admissions and records, recreation,and health services. Because AVC Grouard operates on a continuous intake basis, the work involved in registering students and maintaining records warrants the creation of a separate capacity to handle these functions.

The duties of the Administrative Officer will not change appreciably. The supervision of the residences will be shifted to Student Services as indicated above, while duplicating services will be added to the duties of this administrator.

The Assistant Centre Supervisor will maintain responsibility for the Programs Division but within this division several changes are envisaged. The Centre does not at this time have a library but special funds are being made available for this purpose and plans are underway for the needed facilities and the purchase of books. The library and the audio-visual services will form a Learning Resources Centre which will



LEGEND

---- Proposed Functions
—— Present Functions
** Proposed Positions
=== Line Relationship

FIGURE 20

alberta vocational centre grouard

Proposed Organization
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fall under the purview of the Assistant Centre Supervisor where it can be administered in close conjunction with the programs.

Presently, all programs offered at AVC Grouard are under the direction of one supervising instructor (See Figure 12), but institutional growth and diversification of programs have contributed to an administrative workload that exceeds the capabilities of one individual. To ease this situation the Centre Supervisor has proposed the formation of a department for paraprofessional programs. The administrator of this department will assume charge of the Business Education program and will supervise short course offerings. The responsibilities of this individual will likely increase as the institution continues to grow. The 0-9 Academic program, the 9-12 Academic program, the Trades program and the Educational Technician program will comprise the second department.

The Centre Supervisor has indicated that the Centre sorely requires the capacity to handle program development, particularly as the staff must develop programs and materials for external as well as internal use. He has proposed that this position be placed under the administration of the head of the proposed Academics & Trades Department. The writers are however of the opinion that the program development unit could serve a broader and more comprehensive role and better serve all programs if it were to be placed under the direct administration of the Assistant Centre Supervisor.

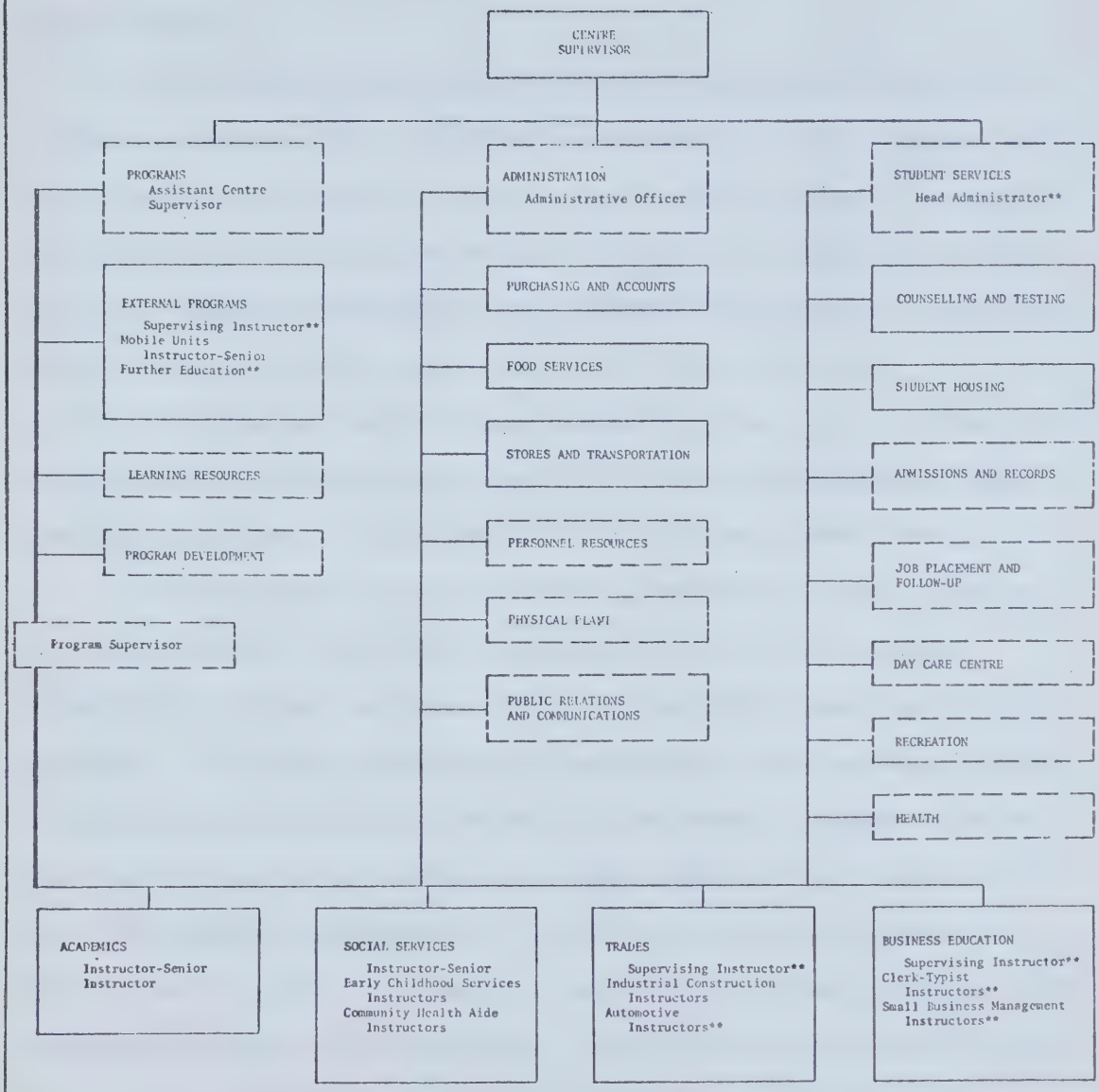
The present structure of the 0-9 Academic Program imposes a heavy administrative load on the Instructor-Senior in charge. This individual is required to assume the duties normally associated with the administration of a program and also to assume responsibility for the supervision

of the educational technician trainees. The Centre Supervisor has proposed the appointment of a second individual for the supervision of the educational technician trainees,leaving the existing Instructor-Senior responsible for the O-9 Academic program only. The Centre Supervisor feels that by appointing an individual who is able to speak the native language and able to communicate effectively with the trainees, better cooperation, communication and discipline can be achieved. At the present, many of the trainees are reluctant to discuss their problems with the Instructor-Senior and the student-instructor relationship is sometimes strained.

This study did not take into consideration the recommendations of the Downey Report. Downey recommended that AVC Grouard not become part of the suggested regional system of adult education but rather that it be designated as a centre for the research and development of elementary education for adults and native peoples. (Downey, 1974:30) The Department of Advanced Education has not yet acted on these recommendations and for this reason this study chose to treat AVC Grouard within the framework of its present mandate.

A.V.C. Lac La Biche Settling on a final proposal for the reorganized administrative structure of AVC Lac La Biche was a difficult task. The institution is just barely one year old and is growing rapidly in terms of student numbers, course offerings and administrative workload. As a result the organizational structure shown in Figure 21 should be regarded as tentative.

The proposal calls for a sharper delineation of the three



LEGEND
---- Proposed Functions
—— Present Functions
** Proposed Positions
Line Relationship

FIGURE 21

alberta vocational centre
lac la biche

Proposed Organization
May 31, 1974

functional units that presently exist. Each of these units will be headed by a head administrator who will report to the Centre Supervisor. (See Figure 21)

The Centre now has a counsellor on staff who in addition to his counselling duties acts as the Chief Administrator of the residences and as the admissions officer. These services form the nucleus of a proposed Student Services Division and several additional services are envisaged. These are admissions and records, job placement and follow-up, recreation, health services and a day care centre. AVC Lac La Biche is a small institution and most of these proposed services are long range projections that are dependent on growth. It is anticipated however that the day care centre will be operational in the next academic year.

The administration of the Centre is handled by a small staff and as a result many of the duties that could normally be delegated to subordinate staff must be taken care of by the Centre Supervisor or his Assistant. The Centre Supervisor has pointed out that the administrative load being handled at the Centre warrants an increase in administrative staff and the upgrading of the Chief Administrative Officer position. Under the proposed reorganization, the head of the Administrative Division will continue to assume responsibility for finance, food service management, stores and transportation. Other services envisaged for this division are personnel resources, physical plant operation and public relations and communication. Again some of these plans are long range.

The Programs Division will be headed by the Assistant Centre Supervisor who will assume responsibility for all instructional programs

on and off campus. Two additional units - Learning Resources and Program Development - are also proposed for this division.

The external programs unit will comprise of an expanded mobile program operation and a capability for offering continuing education courses both on and off campus. When this unit is fully operational it will be headed by a supervisor and each of its components will be headed by a supervising instructor.

Program development is viewed as being extremely important at AVC Lac La Biche. There is the necessity to prepare course offerings that will meet the particular needs of the Centre's clientele in both the campus facilities and the mobile units. Since this unit will provide for all programs offered by the Centre (on and off campus) it is recommended that it receive direction and supervision from the head of the Programs Division (the Assistant Centre Supervisor).

AVC Lac La Biche does not presently have a library or audio-visual services. Special funds have been made available for the acquisition of library books and other learning resource material, and plans are underway for the creation of a Learning Resources Centre. This organizational unit is planned to fall under the purview of the Assistant Centre Supervisor so that its operation can most effectively be coordinated with programs.

The Assistant Centre Supervisor now has direct responsibility for the programs offered at the Centre and two new programs are proposed for the coming academic year. With the formation of the External Programs unit, the Learning Resources unit and the Program Development unit his

duties and responsibilities will be greatly expanded. As this incumbent also has duties as vice-head of the institution, it appears that some restructuring in the administration of the programs may be required.

To ease the administrative workload on the Assistant Centre Supervisor a proposal as been made for the creation of a position of Programs Supervisor whose responsibility would be the supervision of instruction and curriculum of all programs offered at the Centre. The proposal for grouping and administration of the program offerings at the Centre are illustrated in Figure 21. Industrial Construction and Automotives are grouped into a Trades Department headed by a supervising instructor. A Counselling Aide course is being considered for addition to the Social Services Department and the Business Education Department will comprise of a Clerk-Typist course and a Small Business Management Program. The Vocational Preparatory program will remain the same for the present.

VI SUMMARY

The primary purpose of the study was to review the organizational structures of Alberta's provincially administered post-secondary educational institutions, identify problems related to these structures and suggest changes where deemed necessary. A review of related literature was undertaken to provide a theoretical framework for an ideal organizational model for an educational institution. Concurrently, data on the present structure and the suggestions and preferences of the institutional heads was gathered. From this basis proposals for reorganization emerged.

The review of related literature identified three theoretical models of organization, two of which were of use for the purposes of this study. The ideal model emerged through a combination of the bureaucratic and participatory theories to develop a structure that is described as "sufficiently informal to profit from natural social relationships, but formal enough to ensure controls needed to achieve institutional objectives" (Ayers 1962:124).

The ideal model adopted by this study is not unlike that proposed by Richardson (1970:21). This model is characterized by four major functional divisions, each headed by a senior administrator within the direct span of control of the institutional head. Specialized units are grouped into the four divisions by virtue of the relatedness of their nature. The unique feature of the model is that it is structured such that the program administrators are responsible to and also have access to all second echelon administrators. The model is designed so as to facilitate direct and effective communication, to encourage the delegation

of authority, to minimize confusion as to responsibility and accountability, and to be flexible and adaptive to the demands placed upon it.

The present structure of the Colleges was generally described as amorphous. Problems stemming from these structures included the heavy workload placed directly on the Principal, the lack of some organizational components such as a counsellor or registrar and the lack of critical management personnel.

The Presidents of the two technical institutes indicated in discussions that they were quite satisfied with their present organizations and neither had, nor anticipated problems as a result of these structures. There were however concerns from the viewpoint of the study.

The organizational structures of the five AVC's were quite varied and hence the problems stemming from the structures were varied. Generally, most of the institutions lacked a student services function or at least a comprehensive function. Specific components such as program development capabilities were also lacking. The scope of responsibility of the Assistant Centre Supervisors tended to be broad placing a heavy demand on the individuals in these capacities.

The proposals for reorganization emerged through comparison of the ideal model to the present structures of the institutions but also accommodated the preferences of the institutional heads.

Reorganization for the Colleges involved the creation of the three functional divisions of student services, administration and programs. This move relieves the workload on the Principal and also provides more management support personnel. The assignment of units within the

divisions reflects the ideal model with some small exceptions. Several organizational components not presently evident were proposed. As the status of the farms is the subject of a separate study the proposals for incorporating the farms into the Applied Research unit express the preferences of the Principals.

As the Presidents of NAIT and SAIT felt that their present organizations were satisfactory, no new structures were proposed. There were however some concerns, such as the broad scope of responsibility demanded of the Administrative Vice-Presidents and the lack of specific capabilities to handle program development and physical planning.

With regard to the AVC's, proposals for reorganization involved re-aligning the structures as necessary in accordance with the ideal model, a move generally in line with the wishes of the Centre Supervisors. The creation of a comprehensive student services division at most of the AVC's would reduce the workload of the Assistant Centre Supervisors. Several capacities such as program development were proposed. Fort McMurray was the exception to this pattern as the structure of that institution is being studied by the Management Advisory Services of Personnel Administration Office. For this reason the proposals outlined were strictly the view of the writers.

VII RECOMMENDATIONS

Most of the recommendations resulting from this study have financial implications for the associated institution, and so their implementation (after approval) is very much dependent on the availability of funds. The recommendations are also made with the understanding that endorsement by the Deputy Minister does not waive the requirements for data and approvals normally required when creating or filling positions.

General

Recommendations that apply to all institutions, or to groups of institutions are as follows:

1. That provided the student enrolment, the number of instructional staff and the administrative workload so warrants, a supervisor be appointed to head each program of study, and each department comprising of a group of programs.
2. That provided the number of staff and the administrative workload so warrants, each non-academic unit be headed by a supervisor.
3. That a decision on the proposed applied Research Unit at Olds and Vermilion Colleges be delayed until Advanced Education and Agriculture agree on the future role of the college farms.
4. That all questions pertaining to the classification of positions in the reorganized structures be referred to

the appropriate personnel officer for resolution.

The following recommendations apply to individual institutions:

Fairview College

5. That approval be given for the creation of the following positions:
   a) Vice Principal (Head, Programs Division)
   b) Head, Student Services Division.
6. That approval be given for the establishment of a Counselling unit and the appointment of appropriate staff.
7. That approval be given for the establishment and staffing of a Continuing Education unit.
8. That funds be made available in future fiscal years to accommodate an increase in the number of clerical and general administrative staff.

Olds College

9. That approval be given for the creation of the position of Head of the Instructional Services Division.
10. That approval be given for the establishment of the following units and the appointment of appropriate staff:
    a) Program Development
    b) Learning Resources
    c) Personnel Resources
    d) Physical Resources
    e) Admissions and Records
    f) Student Activities
    g) Financial Aid

11. That the Principal be supported in his attempts to improve the Counselling capability at the College.
12. That the appointment of a Public Relations Officer be delayed, and the need re-assessed after the reorganized structure has been operational for at least one year.

Vermilion College

13. That approval be given for the creation of the positions of:
    a) Head of the Programs Division
    b) Head of the Student Services Division.
14. That approval be given for the creation of the following units and the appointment of appropriate staff:
    a) Counselling
    b) Admissions and Records
    c) Personnel Resources
15. That the appointment of an Assistant to the Principal be delayed, and the need re-assessed after the reorganized structure has been operational for at least one year.
16. That the creation of a job placement unit be delayed until such time that the need for it can be adequately justified.

AVC Calgary

17. That approval be given for the creation of the position of Head of the Student Services Division.
18. That approval be given for the creation and appropriate staffing of the following units:
    a) Admissions and Records
    b) Further Education

19. That approval be given for the proposed subdivision of the Vocational Preparation Department, and the appointment of supervisory staff to head the new subdivisions.
20. That the creation of an additional administrative position in the Programs Division be delayed and a re-assessment of the need for this position made in one year's time.
21. That a re-assessment be made of the needs for additional supervisory assistance to the Business Education Department.

AVC Edmonton

22. That approval be given for the creation of the position of Head Administrator, Student Services Division.
23. That approval be given for the establishment of the following units and the appointment of appropriate staff:
    a) Learning Resources
    b) Further Education
    c) Technical Services
    d) Testing and Research
24. That approval be given for the subdivision of the Vocational Preparation Department, the appointment of supervisory staff to head the new subdivisions, and the appointment of a Departmental Administrator.
25. That approval be given for the establishment of a second supervisory position in the Business Education Department.
26. In anticipation of a positive response by Cabinet to the request for a Day Care Centre, it is recommended that

budgetary provisions be made for its establishment and the appointment of appropriate staff.

AVC Grouard

27. That the temporary position of Assistant Centre Supervisor be made permanent.

28. That approval be given for the creation of a position of Head of Student Services.

29. That approval be given for the creation and staffing of the following units:

    a) Learning Resources

    b) Program Development

    c) Admissions and Records

    d) Health Services

    e) Recreation

30. That approval be given to the proposal for creating a second instructional department for Paraprofessional Programs.

31. That approval be given to the proposal for the creation of a Supervising Instructor position for the Educational Technician trainees.

AVC Lac La Biche

32. That approval be given for the creation of the position of Head Administrator, Student Services Division.

33. That approval be given for the establishment of the following organizational units and the appointment of appropriate staff:

a) Learning Resources

b) Program Development

c) Day Care Centre

d) Health Services

34. That approval be given for the expansion of the External Programs unit through the establishment of a Further Education capacity.

35. That approval be given for the establishment of a temporary Program Supervisor position to supervise the four program departments. A re-assessment of the need for this position should take place in about one year's time.

36. That establishment of all other proposed organizational units be delayed until a re-assessment of the institution's needs is made in about one year's time.

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BIBLIOGRAPHY

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APPENDIXES

APPENDIX "A"

CHARTS ILLUSTRATING ORGANIZATIONAL STRUCTURES FOR EDUCATIONAL INSTITUTIONS WITH LARGER STUDENT ENROLMENTS

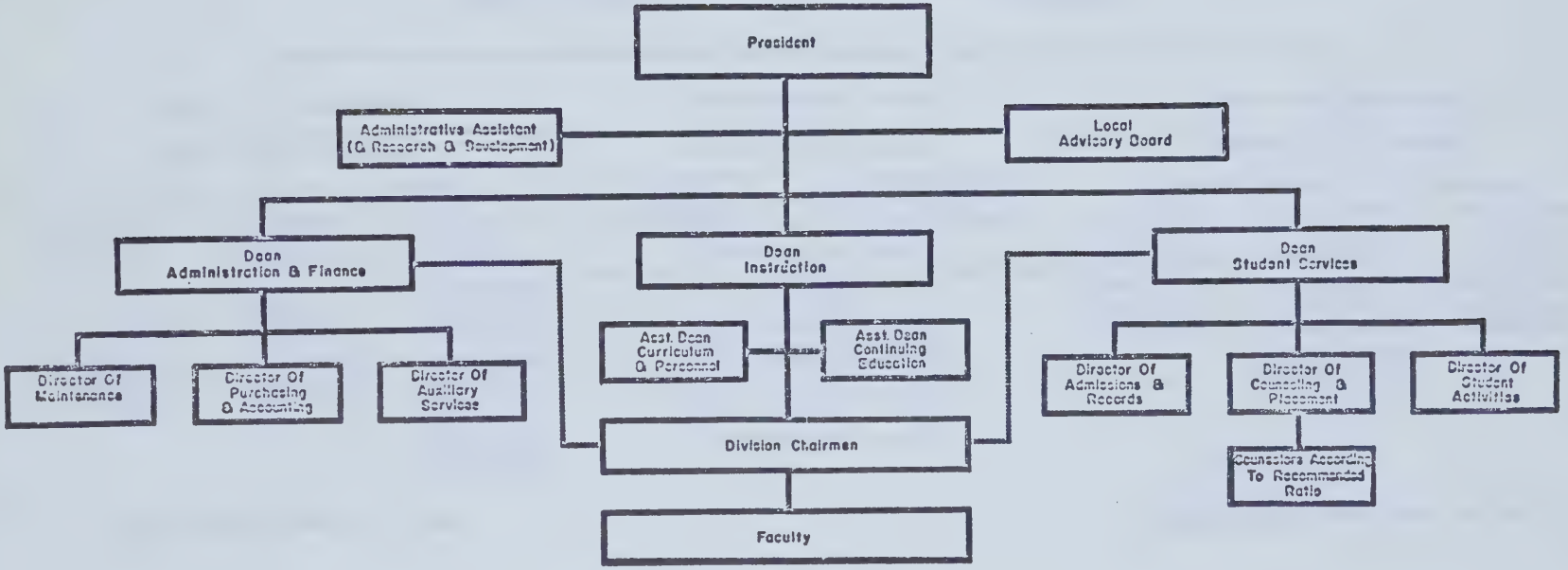


FIGURE 22

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGE – 1,000 TO 2,000 STUDENTS

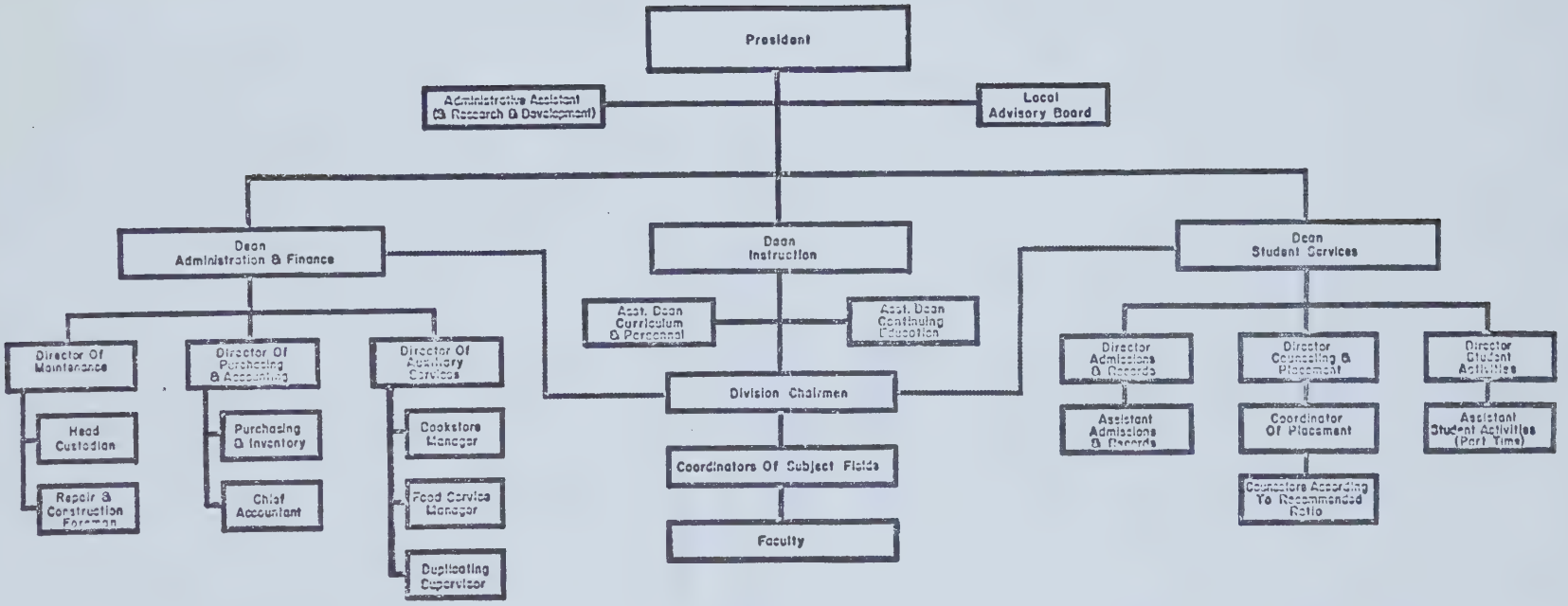


FIGURE 23

RECOMMENDED ADMINISTRATIVE ORGANIZATION
COMMUNITY COLLEGES — 2,000 PLUS, ONE CAMPUS

APPENDIX "B"

OLDS COLLEGE

INTERIM ORGANIZATIONAL STRUCTURE

AS PROPOSED BY THE PRINCIPAL

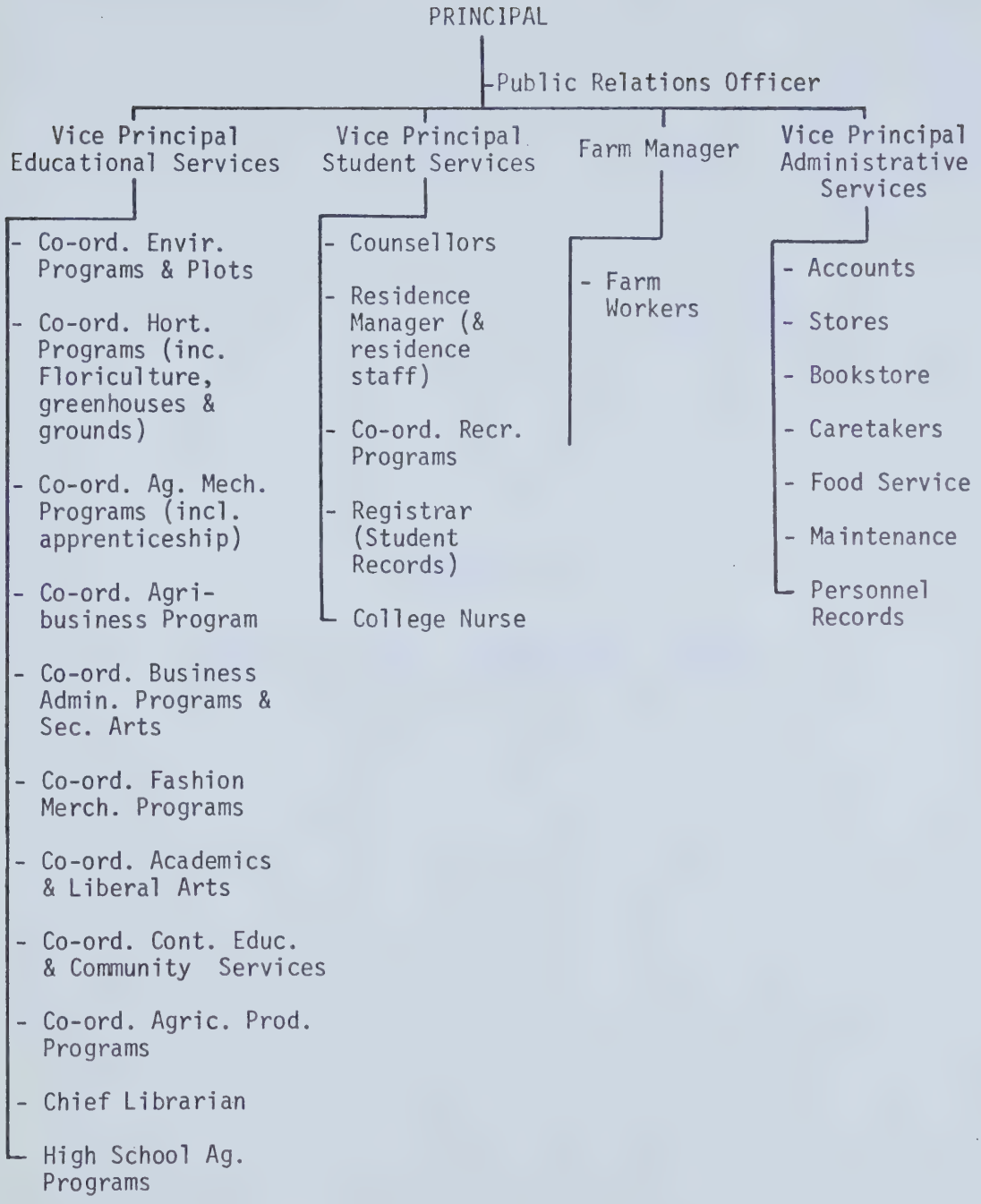

PRINCIPAL
Public Relations Officer
Vice Principal Educational Services
- Co-ord. Envir. Programs & Plots
- Co-ord. Hort. Programs (inc. Floriculture, greenhouses & grounds)
- Co-ord. Ag. Mech. Programs (incl. apprenticeship)
- Co-ord. Agri-business Program
- Co-ord. Business Admin. Programs & Sec. Arts
- Co-ord. Fashion Merch. Programs
- Co-ord. Academics & Liberal Arts
- Co-ord. Cont. Educ. & Community Services
- Co-ord. Agric. Prod. Programs
- Chief Librarian
- High School Ag. Programs
Vice Principal Student Services
- Counsellors
- Residence Manager (& residence staff)
- Co-ord. Recr. Programs
- Registrar (Student Records)
- College Nurse
Farm Manager
- Farm Workers
Vice Principal Administrative Services
- Accounts
- Stores
- Bookstore
- Caretakers
- Food Service
- Maintenance
- Personnel Records

FIGURE 24

OLDS COLLEGE - INTERIM ORGANIZATIONAL STRUCTURE 1974-75

APPENDIX "C"

VERMILION COLLEGE - ORGANIZATIONAL STRUCTURE

AS PROPOSED BY THE PRINCIPAL

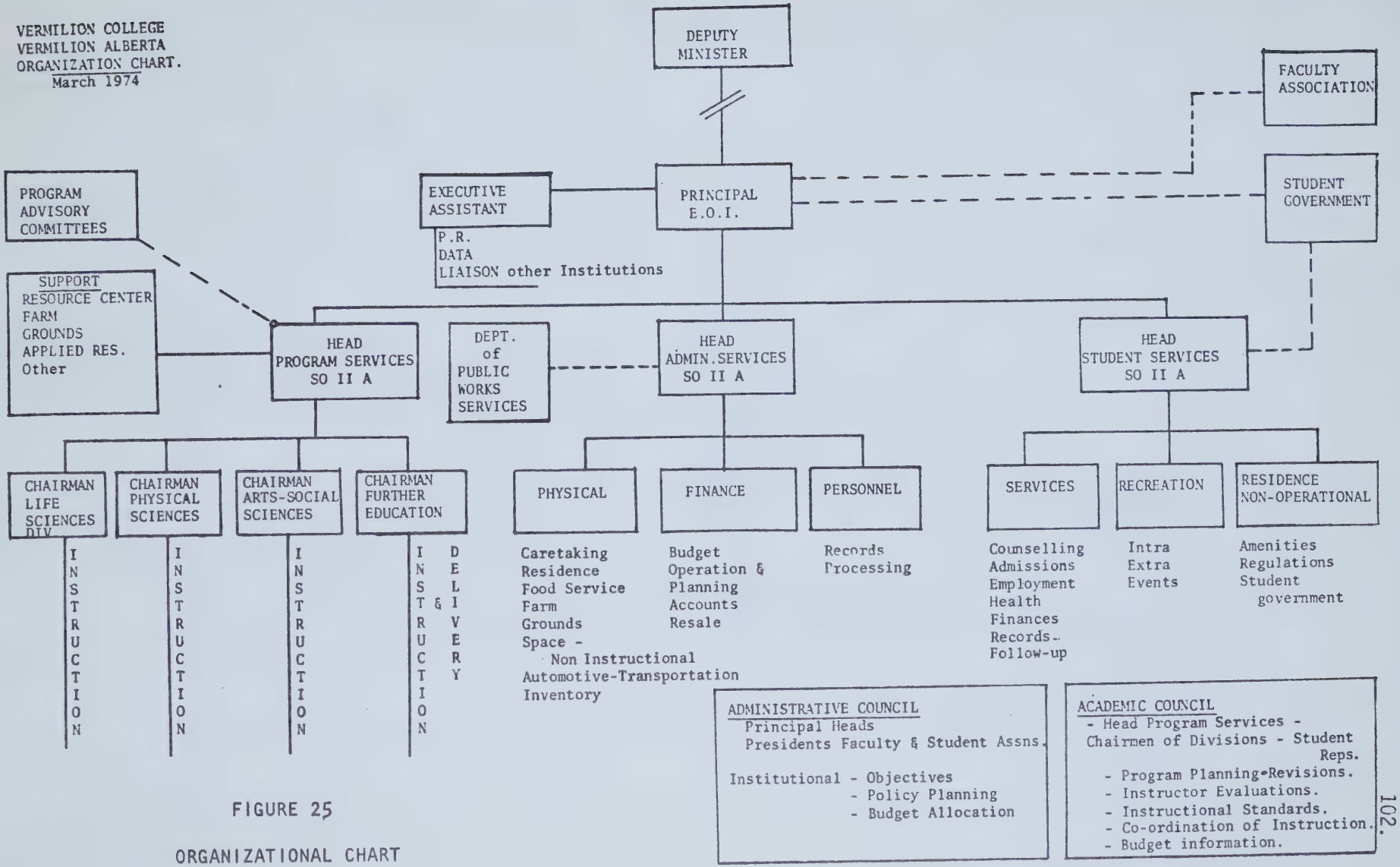


FIGURE 25

ORGANIZATIONAL CHART

VERMILION COLLEGE

APPENDIX "D"

AVC FORT MCMURRAY - ORGANIZATIONAL STRUCTURE

AS PROPOSED BY THE WRITERS

ADMINISTRATIVE REORGANIZATION

AVC FORT MCMURRAY

In early March the Centre Supervisor of AVC Fort McMurray received approval from Dr. Worth to invite consultants from the Management Advisory Services of the Personnel Administration Office to assist the Centre in assessing its management needs and to advise on administrative reorganization.

From the writers' viewpoint, assignment of the reorganization study to experts in the field of management, minimized the importance of the departmental study. It was therefore decided not to follow the procedures used with the other institutions but rather to present a proposal based on the writers' perceptions of administrative needs of the Centre.

The Proposed Reorganization

The economic importance of the Athabasca Oil Sands, and the present and projected plans for their development, have precipitated a staggering demand for all categories of manpower for the industrial developments in the Fort McMurray region. Most of those seeking employment will require job training of some sort, and AVC Fort McMurray is the institution that is expected to provide this training.

It is anticipated that the influx of workers to the industrial developments will result in the doubling of the town's population in about five years. This population expansion will create demands for persons trained for employment in business and the service industries,

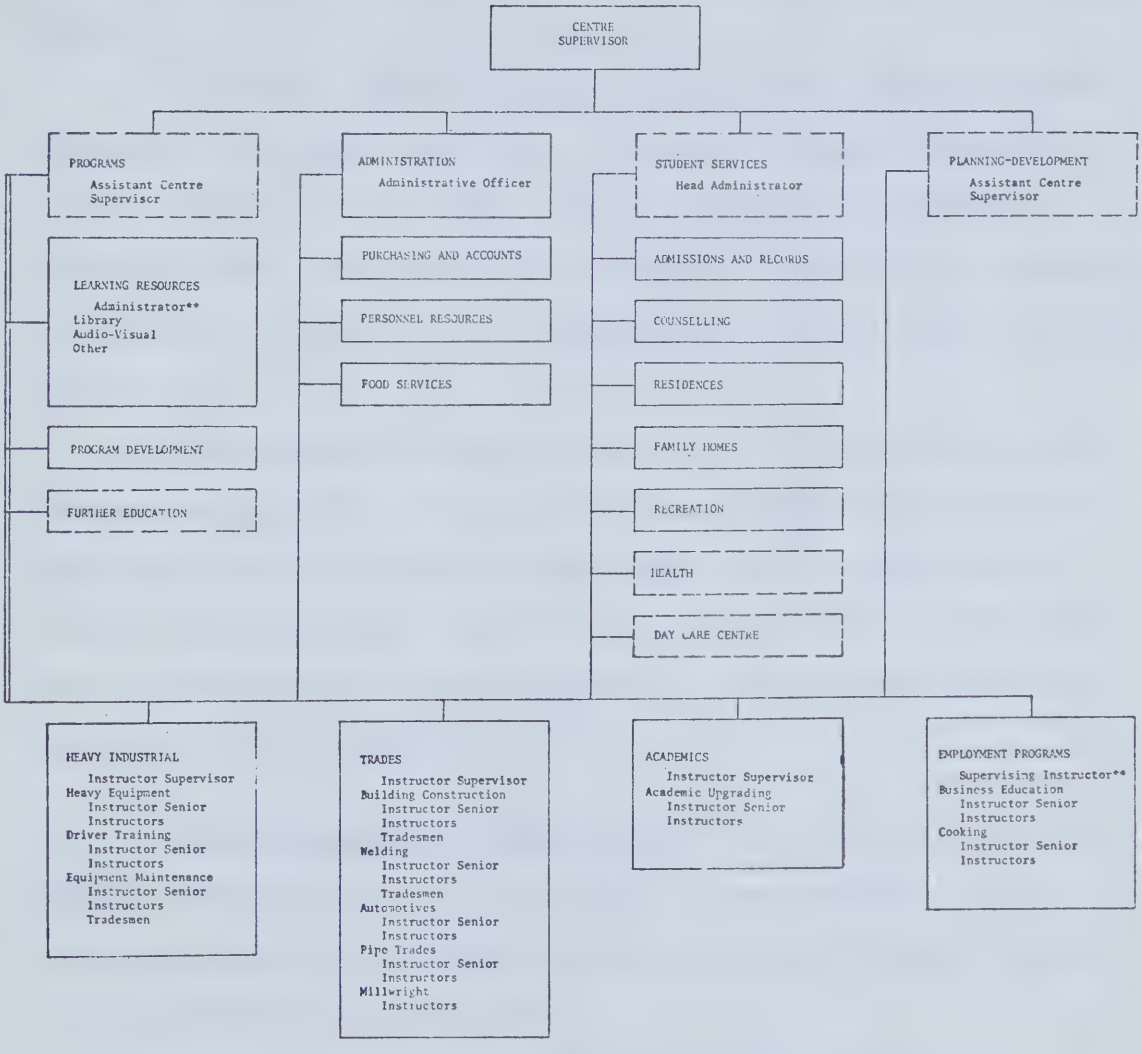


FIGURE 26

alberta vocational centre fort mc murray

Proposed Organization
May 31, 1974

LEGEND

---- Proposed Functions
——— Present Functions
** Proposed Positions
═══ Line Relationship

and it will also mean an increase in the normal educational requirements of the town's inhabitants. As the only educational institution in the region, AVC Fort McMurray must be prepared to respond to these anticipated demands.

The Centre's administration has already moved to meet the needs envisaged for the short term future. Planning is already underway for a phased expansion of classrooms, shops and residential facilities to accommodate about 1,000 students per day by 1975. In addition construction of permanent facilities will soon begin at the new 40 acre Heavy Industrial building site.

The organization structure proposed for the Centre under these changing circumstances is shown in Figure 26. Recommendations are for reorganizing the Centre's administration into four divisions, namely, Planning and Development, Student Services, Administration, and Programs. Each of these divisions should be headed by an Administrator reporting directly to the Centre Supervisor.

The Planning and Development Division This is perhaps the most important and most sensitive of the four divisions proposed. Careful thought and consideration should therefore be put into its establishment and its administrative organization.

Available information suggests that growth and change (in institutional role, course offering, physical facilities, number and type of student) will be an integral part of life at the Centre for the next few years. It is obvious that the institution must be prepared to meet the wide spectrum of educational needs and demands of the region

that it serves. In order to effectively cope with these changes, a specific unit should be created at the Centre with the capability to research needs and demands, to plan the Centre's response to these needs and demands, and to review and revise these plans.

It is the writers' view that this work cannot be satisfactorily done if it is left to an ad hoc committee of the institution's administrators. The demands of their "full-time" responsibilities will most likely result in a low priority rating to planning duties and this will eventually be reflected in the quality of the resultant planning process.

With respect to the structure and staffing of this division the writers are only prepared to recommend that one of the Assistant Centre Supervisors be assigned as Chief Administrator. Under his direction the division may be organized with the direction and assistance of others with relevant expertise.

The Student Services Division This division will have as its nucleus the student services presently available at the Centre. The major changes will be the addition of a health services unit, and a change in the chain of command. Under this proposal, the divisional administrator will report to the Centre Supervisor rather than to an Assistant Centre Supervisor.

It is anticipated that the role of the Student Services Division will increase in complexity and importance as the Centre grows. The writers are of the opinion that transition from the existing to the future role will be facilitated under the guidance and direction of an administrator as recommended. Additional advantages of the proposed change are the

reduction of the diversity of tasks now falling to the Assistant Centre Supervisor (Academics), and the increased communication between the Centre Supervisor and this aspect of the Centre's operation.

The Administrative Division There are no recommendations for changes or additions to the structure of this division. At the present time there is need for additional staff and one can expect further increase in the size and complexity of operation of the existing units as the Centre expands. This may necessitate some re-alignment of tasks internal to the division but no inter-divisional shifting of duties is anticipated.

The Programs Division Under the existing organization at AVC Fort McMurray, each of the Assistant Centre Supervisors has responsibility for programs. The writers propose that all programs be placed under the jurisdiction of one Assistant Centre Supervisor - the Programs Administrator. In addition to responsibility for programs, this administrator should also be given responsibility for the Program Development unit, for the proposed Further Education unit, and the proposed Learning Resources Center. These changes would tend to establish the instructional aspect of the Centre's operation as a discrete and clearly recognizable unit, and would facilitate management by vesting responsibility for the administration of programs and program resource units in one person.

Four instructional departments have been proposed for the programs divisions - Heavy Industrial, Trades, Academics, and Employment Programs. Under this proposal the heavy equipment programs will be placed under the direction of a supervisory instructor, and a separate department will be

created for employment programs. It is proposed that increasing responsibility for departmental operations be transferred to the departmental supervisors. This will not only reduce the number and variety of tasks undertaken by the Program Administrator, but will result in having decisions made closer to the persons affected.

Whereas the other instructional departments operate from facilities on the institution's main campus, the Heavy Industrial Department operates from a site approximately 10 miles from the main campus. The Centre Supervisor had given consideration to operating this Heavy Industrial Site as a satellite campus complete with its own staff and administration. This idea has since been rejected in favour of operating the Heavy Industrial site as an integral part of the main campus.

The writers concur with the decision to adopt the second alternative. For effective operation of the site however, it would be advantageous to have someone on location responsible for the overall management of all phases of the operation (programs,maintenance, supplies, kitchen, etc.). It is recommended that this responsibility be given to the supervisor of the Heavy Industrial Programs.

The formal line of reporting of this individual (site administrator) would be through the Assistant Centre Supervisor - Programs, but in matters pertinent to the other divisions, he should deal directly with the appropriate administrator. The pros and cons of having the site administrator's position classified in the managerial group should be carefully considered.

The proposed structure is capable of accommodating some of the

programs projected in the recent report, "Residence Requirements - AVC Fort McMurray". For the immediate future, the institution will most likely facilitate the delivery of University or College transfer courses through its Further Education Department. Other proposed programs such as Technical Transfer and Tar Sands Technology may necessitate the formation of a fifth instructional department.

As time goes by, the tasks of reviewing the organizational structure, assessing its capability to adequately serve the needs of the Centre, and making pertinent recommendations will surely rate high priority with the Planning and Development Division.

APPENDIX "E"

NUMBER OF STUDENTS REGISTERED AT PROVINCIALLY ADMINISTERED EDUCATIONAL INSTITUTIONS

TABLE I

NUMBER OF STUDENTS REGISTERED AT
PROVINCIALLY ADMINISTERED EDUCATIONAL INSTITUTIONS

(January 31, 1974)

	Regular Programs	Apprenticeship Programs	Continuing Education	Correspondence Programs*	Total Number of Students
Fairview	81	25	56	4	166
Olds	516	14	397	376	1,303
Vermilion	158	-	456	171	785
N.A.I.T.	3,922	1,000**	1,000**	75	5,997
S.A.I.T.	3,529	772	1,300**	3,447	14,248
AVC Calgary	831	-	235	-	1,066
AVC Edmonton	1,189	-	-	-	1,189
AVC Fort McMurray	165	68	161	-	394
AVC Grouard	158	22	27	-	207
AVC Lac La Biche	164	-	56	-	220

* Figures illustrate total number of students registered as of January, 1974.

** Figures represent an approximate average number of students that would be attending class on any given day.

SOURCES: Information supplied by the administrators of the respective institutions.

APPENDIX "F"

STAFF COMPLEMENT AT PROVINCIALLY ADMINISTERED EDUCATIONAL INSTITUTIONS

TABLE II

STAFF COMPLEMENT AT
PROVINCIALLY ADMINISTERED EDUCATIONAL INSTITUTIONS

	Management	Supervisory Instructional	Instructional		Non-Instructional		Total
			Salaried	Wage	Salaried	Wage	
Fairview	1	5	12	4	20	20	62
Olds	2	6	41	7	42	32	130
Vermilion	2	3	18	14	48	22	107
N.A.I.T.	36	91	342	18	204	72	763
S.A.I.T.	38	81	355	31	231	33	769
AVC Calgary	3	7	33	12	35	1	91
AVC Edmonton	2	7	39	29	21	5	103
AVC Fort McMurray	4	10	27	8	40	11	100
AVC Grouard	2	3	15	17	16	22	75
AVC Lac La Biche	2	3	9	9	5	17	45

SOURCES: N.A.I.T. and S.A.I.T. - Information supplied by the Personnel Administration Offices of the respective institutions, January 31, 1974.

Other institutions - Information taken from form DPC635 Alberta Government print-outs of December 31, 1973.
- Wage employees information supplied by institutions to Mr. J. E. Hawker, January 31, 1974.

APPENDIX "G"

REACTIONS OF THE INSTITUTIONAL HEADS TO THE PRELIMINARY DRAFT

PROVINCE OF ALBERTA

RECEIVED MAY 24 1974

MEMORANDUM

OUR FILE NO.:

YOUR FILE NO.:

FROM: Mr. A. J. Nicol
Principal
Fairview College
Fairview, Alberta TOH 1LO

TO: Mr. H. E. R. Ottley, Director
Provincially Administered Institutions
Advanced Education
Devonian Building
11160 Jasper Avenue
Edmonton, Alberta T5J OL1

DATE: May 22, 1974

Organization Review - Fairview College

The preliminary draft of the proposed organization for Fairview College has been reviewed and is considered to be very good, and the comments made are indeed valid.

The major problems I found on assuming my duties were:

(a) the state of college programs and declining enrolment,
(b) the lack of public knowledge of the college in the region,
(c) the requirement for program outreach, and general liason with other post-secondary institutions in the region,
(d) the delays and lack of decision making and participatory management by staff,
(e) a serious lack of co-ordination between departments, and as this continued the gap became wider. The staff in general are excellent and work well in their departments, but a cooperative approach especially in areas of overlap was missing and creating a serious college management problem, and
(f) a serious lack of staff in the administrative and student services areas.

I consider that some progress has been made in easing all of the problems. Priority has been given to (a), (b), (d), and (e). Significant progress has been made in area (d) with Grande Prairie Regional College, but there is a requirement to work more closely with Dawson Creek and Grouard and in common areas with Olds and Vermilion.

I believe a review of the administrative support staff is required at an early date. The Administrative Officer position must be approved soon. I consider that we require one additional clerk and two clerk/typists or stenographers. My secretary works a small proportion of her time directly for me as she is involved in typing for the college staff, sorting mail, general receptionist, duplicating work, and answering the switchboard when the operator is involved in clerical, typing, and printing duties. This lack of a secretary as such places an extra burden on myself and does not appear to exist in other institutions.

I consider your recommendations would adequately cover the needs in the student services side.

My comments on the proposed organization are minor and are as follows:

(a) Farm Manager. I strongly recommend that the Farm Manager remain as shown on the chart reporting directly to the Principal. My reasons for this are:

    (1) the variety of tasks performed by the Farm Manager including provision of manual labour, (no other source available except from the summer grounds staff) long distance hauling as required, tours, training, and research,
    (2) to avoid diversity of supervision--animal health instructors, senior instructors, agricultural staff--where projects will mainly be at the committee level with tasks designated,

(3) to centralize liason at the senior level with other government departments, especially the Department of Agriculture through the Principal as resources, spaces, manpower, and facilities are often involved,
(4) to provide the four-prong organization and the seven member administrative board with a diversity of representation and experience,
(5) to recognize the financial and broad responsibilities of the Farm Manager,
(6) to reduce the "Program Administrator" span of control to a more acceptable level and still maintain a reasonable span for the Principal with all major areas represented, and,
(7) to insure that the campus responsibilities are administered by the Principal for uniformity e.g. liason with APW Plant Manager by the Principal for buildings and security, the Vice-Principal for grounds, and the Farm Manager for the farm area and based property.

(b) Librarian. There appears to be some misunderstanding in location of this position. I only considered it under student services for a reasonable span of control for this new division. However, reviewing your chart with the extended students service organization and retaining the Farm Manager under my control, it is my intention to place the Librarian under the Vice-Principal, a step I had hoped to take last February. The Librarian will be placed under the adminiistration of the Vice-Principal by 1 July 1974 or earlier if feasible.

(c) Continuing Education. There is a reasonable possibility that a director for the north Peace area will be appointed. The nature of his responsibilities and co-ordination with his opposite number in Grande Prairie (also pending) will necessitate that the incumbent report directly to the Principal. This will only occur if a submission from Dr. Staple's office is approved. This will increase the Principal's span

of control to five, but with the limited involvement with the farm operation and the assistance in the proposed students' service section, it is considered a satisfactory situation especially when you consider the present organization and our current problems which will diminish by 1975.

(d) Horticulture Technician. I believe because of the peculiarity of this position at Fairview, it would be best to leave this person directly under the Programs Administrator (Vice-Principal). The horticulturist does some experimental work and gardening with direction from the Vice-Principal, some instruction, and performs ground supervision during the summer on a recoverable basis from APW.

There are also two points that should be mentioned when considering the organization and duties. Fairview College now has three boards for participatory management composed of administration, staff, and students responsible within established terms of reference for college affairs. These boards are (1) Administrative, (2) Academic, and (3) Recreation.

The Vice-Principal teaches two courses per semester, and the Principal will be required to teach at least one course in the Administrative Clerk program during the initial year of development.

In summary, there are basically two major points to be made from the proposal concerning Fairview College, namely;

(a) the position of the Farm Manager and

(b) an early review and corrective action in the serious shortage of the administrative support area (clerk/stenographers).

A. J. Nicol
Principal

AJN/tmk

Alberta MEMORANDUM

ADVANCED EDUCATION

FROM W. J. Collin, Principal
Olds College

OUR FILE REFERENCE

YOUR FILE REFERENCE

TO H. E. R. Ottley, Director
Administrative Services
Provincially Administered
Institutions and Programs

DATE May 8, 1974

TELEPHONE

Re: Proposed Administrative Organization - Olds College.

It was my initial understanding that we were to receive information as to the type of structure being proposed at the other provincially administered institutions, so we could evaluate the proposal for our college and gain some additional insights. As it is it is rather difficult for us to make any counterproposals except to reiterate a number of points in the initial proposal submitted, not included in your proposal of structure.

First, I would note that on the basis of administrative theory, there is no one "ideal model". The proposal you make is simply one alternative - just like the model we proposed. However, since we are closer to the site of action and have had more experience in this area, there is little doubt in my mind that our proposal is best - or at least closer to what is needed than the one you propose.

Second, I would note that I am somewhat surprised that some additional alternate models were not explored. In a brief paper prepared for Ed. Adm. 626 (copy attached) I explored four alternate models - one of which is taken from the same source as your "ideal model" - i.e. RICHARDSON. I would appreciate some expert opinion, from someone who has tried a number of different approaches, as to which model would be best for our college. It was my expectation that that ~~that~~ was to be part of the whole purpose of looking at the administrative structure of all the provincially administered institutions. Therefore, while I can easily accept your proposal with only a few modifications, I really have little reason to believe this is a good model for Olds College, except that I proposed it in the first place.

Thirdly, I would make the following observations concerning the organizational structures you propose for Olds College.

(over)

Re: Existing Organization.

1. The coordinators of all instructional program areas are identified as Program Coordinators. In the case of Academics and Liberal Arts, Ag. Mechanics, Ag. Production, Horticulture, and Plant Science, they are classed (and paid) as Senior Instructors (class. 5502). For all other program areas - the coordinators are simply classed and paid as instructors because we have never had enough budget in recent years to have them reclassifed. It is our plan to eventually have all program coordinators paid as either Instructor, Senior or Instructor Supervisor.

2. The Vice Principal, R. G. McFadyen is now classified as Instructor - Supervisor simply because we have never been allowed to classify this position appropriately. The Vice-Principal is currently (and has been for the past year) in charge of Student Services, not Administration.

3. The Residence has four staff - 2 classified as Dean II (that is: Dean of Men and Dean of Women) and 2 classified as Dean I (that is: Assistant Dean of Men and Assistant Dean of Women). The Dean of Men has been locally identified as Residence Manager. This will be continued for the coming year, at least.

4. In addition to the responsibilities identified for the Administrative Officer are (a) Campus Security - with 3 commissioners and (b) Secretarial Pool - with 5 secretarial staff.

Re: Proposed Organization.

There are so many minor modifications necessary to your proposal - that we have prepared a redraft as attached. I should note however, the following significant points:

1. We believe, the chief executive officer should be identified as President and that the three executive officers responsible for the major divisions within the college should be identified as "Vice-Presidents".

2. We believe, that the had of each of the three major instructional divisions should be identified as Chairman (and classified the same as department heads at NAIT and SAIT).

3. You will note the addition of several sections, some which currently exist and some of which are proposed, under both Student Services and Administrative Services.

4. The major division "programs" in your proposal should be labelled Instructional Services since this division includes both the Learning Resources Centre and the Applied Research facilities - which are really an instructional resource.

(over)

5. You will note that 2 new program areas have been added to the Life Sciences Division - namely Animal Health Technology - which includes the new Animal Health program and the current A.I. Program, and Equine Programs which include the recently approved Horse Husbandry Program and the current Farriers Program.

6. It should be noted that the Further Education section includes all evening courses, all correspondence courses, PEP Programs, and short courses (that is courses of one month or less in duration - whether day or evening - such as Pesticide Applicators, Land Assessors, etc.).

I trust these comments and the attached redraft will be used in making the final proposal for an organizational structure for Olds College.

W. J. Collin
Principal

WJC:kc
Att'd.

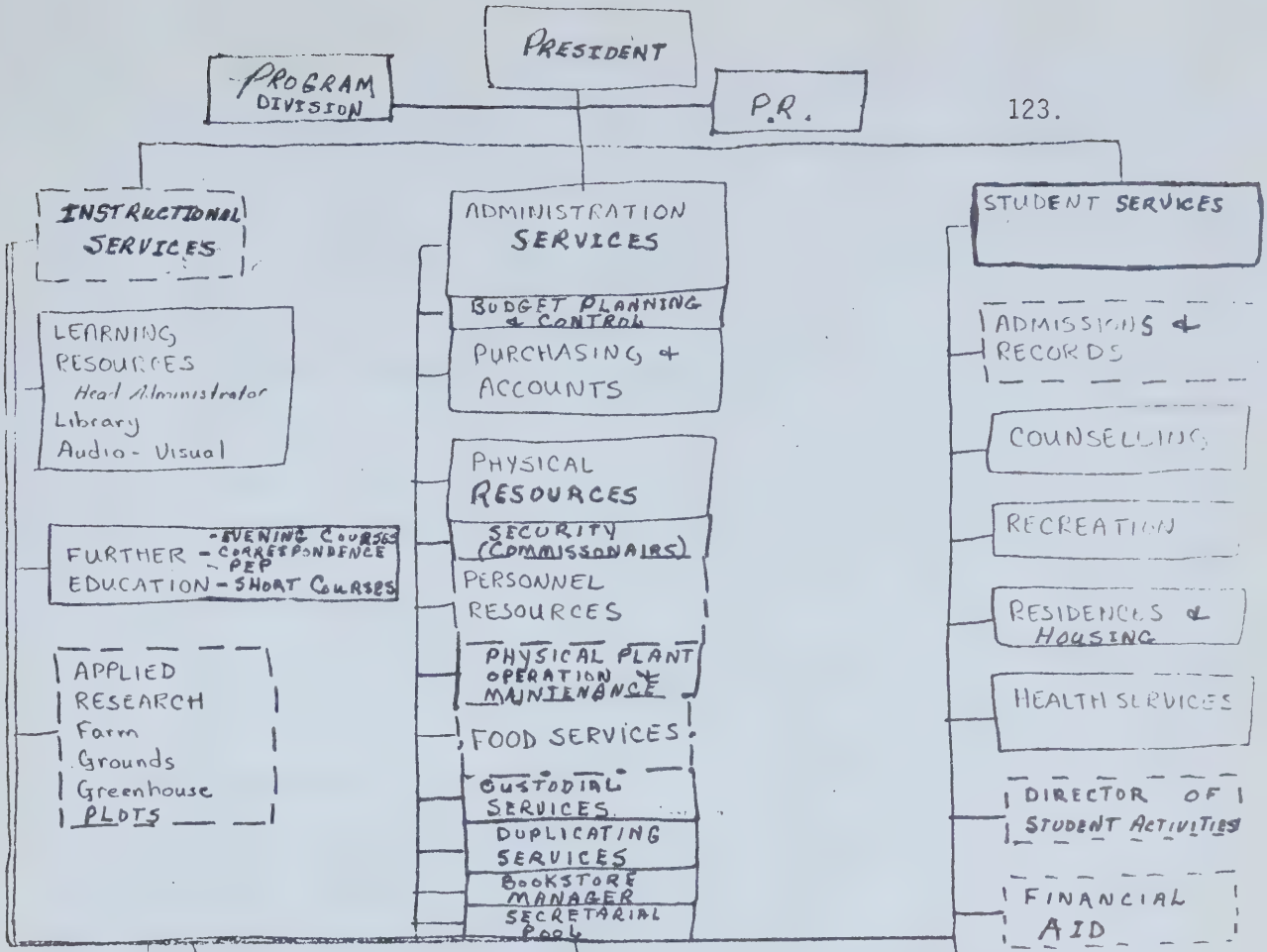


Figure 15

OLDS COLLEGE

PROPOSED ORGANIZATION

ALTERNATIVE APPROACHES TO

COLLEGE ADMINISTRATIVE STRUCTURE.

College Governance.

In the days of the educated few, rule by decree was not only accepted, it was necessary. The bureaucratic approach to governance is still useful when time is of the essence (that is: efficiency in terms of time is one of bureaucracy's strongest points). The best example is an emergency such as national security. However, the usefulness of the bureaucratic approach began to decline with the rise of mass education. As a result, rule by decree (benevolent dictatorship) can no longer be accepted - nor is it the best (most effective) method. Methods that have gained in use, stature and refinement are the Systems approach and Participating Governance. The following pages outline brief some characteristics of each.

I. Systems Approach to Organizational Structure.

Basis.

General Systems Theory - as developed by von Bertalonffy, Boulding, Hall & Fagen, Young, Katz & Kahn, and others.

Parameters.

1. System:

Definition:

"A system is a set of objects together with relationships between the objects and between their attributes"

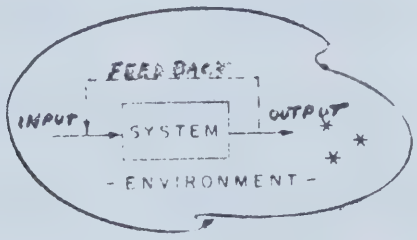
(Hall & Fagan, 1956:18)

"some form of structure or operation, concepts or functions, composed of united and integrated parts"

(Grinker, 1965:370

Diagramatic Representation:

A system can be diagramatically represented as consisting of:



Characteristics:

Systems have - goals ("an operational objective which a system seeks to achieve or maximize")

- boundaries ("a line which determines inclusion or exclusion from a system")

- integration - ("organization"), etc., etc. (See Young, "A Survey of General Systems Theory".

This definition suggests that the Alberta Department of Advanced Education is an open system, composed of several subsystems. From an overall perspective, the subsystems may be seen as:

(1) Universities - i.e. degree granting, career oriented educational institutions.

(2) Colleges - i.e. non degree granting, career oriented post-secondary educational institutions.

(3) Continuing educational institutions and services.

(4) Alberta Academy and Access - (as proposed in "A Choice of Futures".)

2. Subsystem.

"an element or functional component of a larger system which fulfills the conditions of a system in itself but which also plays a specialized role in the operation of the larger system" (Young, 1964:69).

A review of authors suggest that subsystems can be identified in two ways as follows:

(1) (According to Parsons) - 'Levels' (Katz & Kahn, 1969:96)

(a) Institutional Subsystem - concerned with broad problems of external relations.

(b) Managerial Subsystem - concerned with internal administration and allocation of resources, and

(c) Technical Subsystem - concerned with production, maintenance, support and adoptation.

(Note: These three are almost identical to the three traditional activities or functions within an organization namely: executive, managerial, and operational).

(2) Others (Katz & Kahn, Hall & Fagan, Maccia, etc.).

(a) Primary Production Subsystem - concerned with the throughput of the organization (in educational institutions - learning).

(b) External Relations Subsystem (Boundry transactions) - concerned with environmental support, legitimation, etc.

(c) Resource Acquisition & Allocation. - resource acquisition and allocation sybsystem - concerned with all resources.

(d) Supportive Subsystem - concerned with personnel support (development), etc.

(e) Managerial subsystem - concerned with internal resource allocation and maintenance.

(f) Adaptive subsystem - concerned with research and development.

For most educational organizations these 3 or 6 subsystems can be regrouped into 4 subsystems as follows:

(1) System - Environment (or Boundry) Interaction Subsystem. (or functions) - including functions that deal with resource acquisition, output distribution and legitimation;

(2) Teaching - Learning (Primary Production) Subsystem: encompassing functions related to the development of programs, services, and faculty; student personnel services; instructional resources (library, A/V, etc.);

(3) Supportive - Adaptive Subsystem: including operation research, master planning and technical services.

(4) Administrative (or Managerial) Subsystem: including functions related to internal resource allocation and system maintenance.

College Administrative Structure.

In keeping with the above outline, administration of the College could be divided into four divisions. These divisions might be known as:

(1) Policy and Resources Division.
(2) Instructional Services.
(3) Research & Development & Planning.
(4) Administrative Services (or Business Services).

or they could be divided into other alternatives. Each division would have a chairman who is elected by the faculty - for a specific term. Instructors would report to each division according to the specific functions of that division.

FIGURE 3

SYSTEM SYNTHESIS POINTS-OF-VIEW*

1. THE WHOLE IS PRIMARY AND THE PARTS ARE SECONDARY.

2. INTEGRATION IS THE CONDITION OF THE INTERRELATEDNESS OF THE MANY PARTS WITHIN ONE.

3. THE PARTS SO CONSTITUTE AN INDISSOLUBLE WHOLE THAT NO PART CAN BE AFFECTED WITHOUT AFFECTING ALL OTHER PARTS.

4. PARTS PLAY THEIR ROLE IN LIGHT OF THE PURPOSE FOR WHICH THE WHOLE EXISTS.

5. THE NATURE OF THE PART AND ITS FUNCTION IS DERIVED FROM ITS POSITION IN THE WHOLE AND ITS BEHAVIOR IS REGULATED BY THE WHOLE TO PART RELATIONSHIP.

6. THE WHOLE IS ANY SYSTEM OR COMPLEX OR CONFIGURATION OF ENERGY AND BEHAVES LIKE A SINGLE PIECE NO MATTER HOW COMPLEX.

7. EVERYTHING SHOULD START WITH THE WHOLE AS A PREMISE AND THE PARTS AND THEIR RELATIONSHIPS SHOULD EVOLVE.

* POINTS-OF-VIEW 1-7 ARE POSTULATES IN A THEORY OF INTEGRATION POSED BY L. THOMAS HOPKINS. INTEGRATION: ITS MEANING AND APPLICATION (NEW YORK: APPLETON-CENTURY-CROFTS, INC., 1937), PP. 36-49.

II. Functional Approach to Organizational Structure. 129.

Basis: Management by Objectives, Program Budgeting Approach.

Rationale:

1. The primary purpose for the Department of Advanced Educational institutions is to provide education and for training for people in the Province of Alberta who are either adults and/or persons who have completed secondary school.

2. Each institution within the jurisdiction of the Department of Advanced Education has its specific objectives or goals.

3. The primary purpose of the administrative organization of both the Department and its institutions (field service units) is to facilitate the education and for training of the people who choose to avail themselves of the programs and services offered.

4. The greatest efficiency and effectiveness will result from a functional division of the administrative activities.

Functional Divisions: (Richardson, 1972:124)

1. Executive Function.

   (a) organizational goals
   (b) organizational environment
   (c) staff development
   (d) procurement of financial resources
   (e) allocation of financial resources

2. Business Services.

   (a) Accounting and payroll
   (b) Physical Plant
   (c) Non-professional personnel
   (d) purchasing
   (e) food services
   (f) bookstore (stores)

3. Administrative Services.
   (a) Management information services
   (b) organizational research
   (c) developmental services
   (d) public relations and alumni affairs
   (e) publications

4. Instructional Services.
   (a) University parallel programs
   (b) Concern programs
   (c) General or basic education programs
   (d) Continuing Education programs and community services
   (e) Learning resources
   (f) Professional personnel (In-service, etc.)

5. Student Personnel Services.
   (a) Admission standards
   (b) Student records
   (c) Counselling and guidance
   (d) Financial aids to students
   (e) Placement
   (f) Health services
   (g) Student activities and government (Extra-curricular)
   (h) Recreation (athletics, etc.)

College Structure

The foregoing suggests that the Olds College could be divided into three main levels, namely executive, managerial, and operational. The managerial level would include the divisions of (a) business services, and (d) student personnel services. The operational level would include all the faculty and students.

III. Participating Governance Approach to Organizational Structure.

Basis: Theories of Eupsychian Management developed by Maslow, System 4 by Likert, MacGregor's Y Theory, etc.

Rationale:

1. An educational institution is a people - centered organization.

2. Administration is the science of managing human behavior.

3. Administrators accomplish their objectives (and those of the organization administered) through the efforts of others.

4. The time has come when we need to re-evaluate (and consequently change) our opinions and attitudes relative to human behavior and hence realize that all levels of individuals must be significently involved in operation of the organization.

Characteristics.

1. The various levels of individuals within the organization are not arranged in heirarchical order, but rather occupy spheres of responsibilities and influence.

2. Interdependency replaces authority as the mode of control of organizational behavior.

3. The definition of priorities, allocation of resources and the determination of roles as accomplished through group participation.

4. Communication occurs in all directions, depending on the nature of the task.

5. The focus is problem solving, although the requirements of co-ordination are not overlooked.

6. The organizational structure is flexible and changes frequently with new requirements and conditions.

7. Objectives are developed jointly, with the result that there is substantial commitment to their achievement by all members of the organization.

8. Mutual accountability prevents decision making of a unilateral or arbitrary manner. Decision making is a shared responsibility with all those affected by a decision represented in the decisional processes.

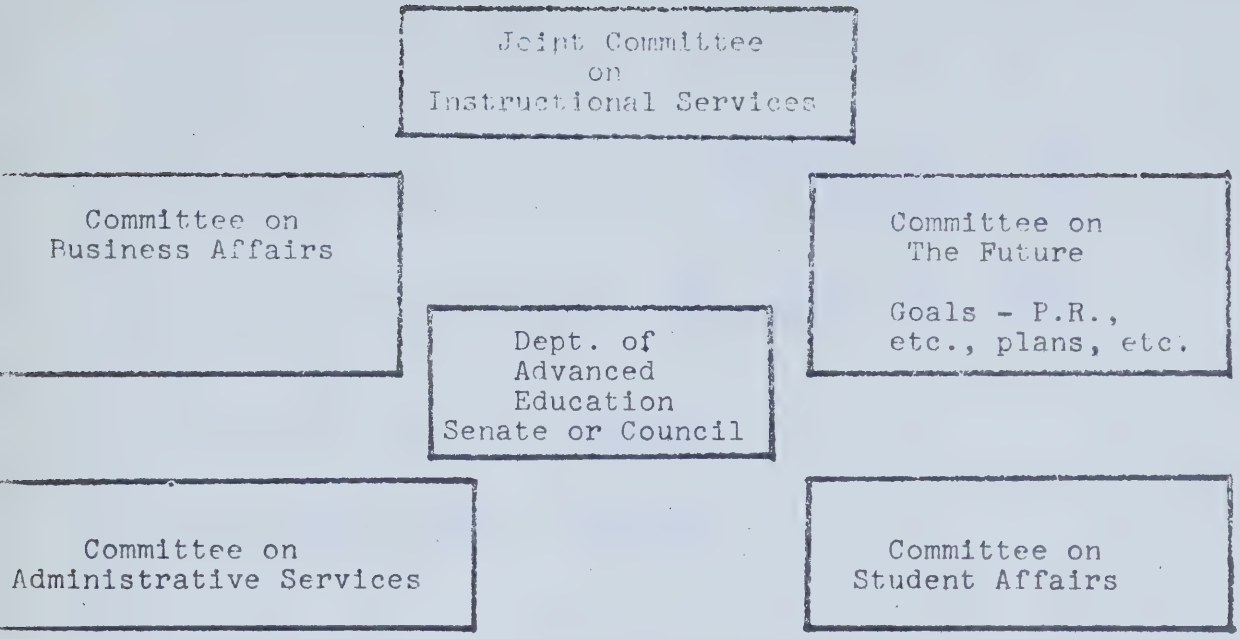
9. Specialization may be either functional or geographic.

10. Relationships are co-operative rather than adversory.

11. Leadership is multiple and the use of committees represents a real committment to the solution of differences of opinion through compromise rather than decree:

MODEL

132.



College Administrative Structure

Membership on each committee (except the executive committee) would be limited to that known to be effective (that is: 5 to 7 people). Members for committees would be selected from all college faculty and students on the basis of competence. Committees would select their chairman (annually or bi-annually) by normal parliamentary procedure.

The executive committee would be composed of one representative from each other committee and appropriate permanent professional and support staff.

IV. Bureaucratic Approach to Organizational Structure. 133.

Basis: Theories of Bureaucracy by Max Weber, etal.

Characteristics:

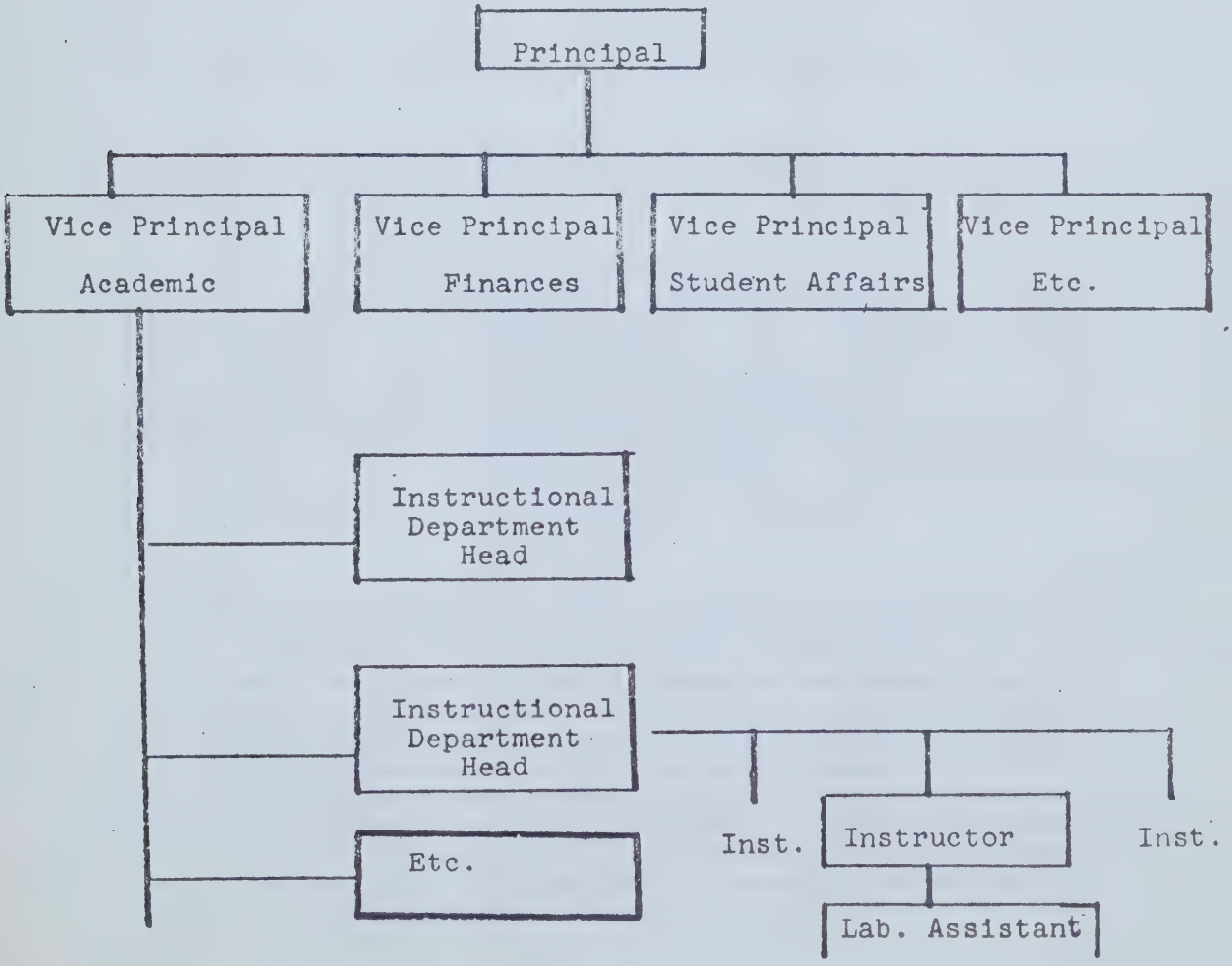
While Weber identified 13 or 14 characteristics, these ban be summarized (or at least the important ones listed) as follows:

1. Hierarchical authority - that is: a direct chain of command.

2. Role specialization.

3. Written rules and regulations.

College Administrative Structure



MAY 0 3 1973

Alberta

ADVANCED EDUCATION

MEMORANDUM

FROM W.S. Baranyk, Principal
Vermilion College

OUR FILE REFERENCE

YOUR FILE REFERENCE

TO Mr. H.E.R. Ottley, Director
Provincially Administered Institutions
and Programs
Devonian Building

DATE May 2, 1974

TELEPHONE

SUBJECT Preliminary Draft of Organizational Review
Vermilion College

I am pleased with the draft received and appreciate the magnitude of the task in its preparations as well as the consideration given to our inputs:

Re: Figure 16 Vermilion College Organizational Chart

I. Residences are included under Student Services - Head Administrator. In our institution Residence and Food Services are integrated of necessity.

The Head of Student Services would concern himself with the living conditions, general student well-being and organization of student life in residence. The Head of Administration would concern himself with the operation of the residence and food services. This is a major and ongoing task. It involves the assignment of living accommodation, registering, de-registering, keeping accountable records, general maintenance, refurnishing etc. Because of the ongoing nature of the latter, it would be more desirable to have "Residences" as the responsibility of the Head of Administration.

II. The demands for space, instructional, living, recreational and public service is also a continuous activity. Priority is given to one and two-year programs, once spacial requirements are determined for these activities. The Chairman of Further Education also requisitions space and equipment for short courses, day and evening, which are held at the college. Similarly, other agencies, public and private, request space and living accommodation for a variety of purposes. It is therefore necessary to have someone responsible for the allocation of space and co-ordination of support services e.g. caretaking, amenities, and to ascertain that no two activities are scheduled for the same space at the same time. This activity is currently the responsibility of the Head of Administration and should remain so.

III. Farm and Grounds - These are support services to Instruction and therefore their function should be determined by the Programs Division. The operations are largely an administrative function, particularly grounds maintenance; each operates on a budget and involves a substantial number of seasonal employees as well as work and projects which are not of direct support to Instruction.

Though direction of farm and grounds is established by the nature of Programs, this does not nor will not reduce the administrative load of the Head of Administration. Budget control and operational procedures will remain the functions of the latter.

IV. I appreciate the placement of Further Education in this chart. My thinking on this activity was that it is a separate instructional function in that it deals with courses on and off-campus. Experience has indicated that this office performs an administrative and co-ordinating function primarily. It requires the support and participation of the three Instructional Sections as well as resources off-campus. The Head of Programs would be responsible for its function and for allocating resources for its successful operation.

P. 58 Vermilion College

It is stated that "the scope of the duties of the Administrative Officer will be narrowed by shifting of functions." This is not the case. The major function of this office must be - budget planning and information, budget control and operations as well as budget preparation. Adding to this the functions listed as well as allocation of space and co-ordination of services, the success of the operation of the institution is largely his responsibility. Perhaps the most important function is budget information and projection of expenditures. This is vital information to the Principal and all who have supervisory responsibilities.

P. 60 Vice-Principal versus Executive Assistant

I still favor an Executive Assistant; this thinking was a result of your questioning the Vice-Principal position per se. It is critical for our institution to have someone responsible for all information services as well as the other services listed. Matters relating to policy, programs and operations would be based on decisions made by an Administrative council. The Heads of Programs, Administration and Student Services will be aware of the overall operation and could well "stand in" for the Principal when the need arises.

I would appreciate favorable consideration in this regard and others mentioned and commend you and Mrs. Brownlee for your efforts.

Bill

Alberta

RECEIVED MAY 6 1974

MEMORANDUM

ADVANCED EDUCATION

ALBERTA VOCATIONAL CENTRE, CALGARY

FROM J. E. Crowe,

OUR FILE REFERENCE

YOUR FILE REFERENCE

TO Mr. H.E.R. Ottley,
Director - Provincially Administered
Institutions

DATE May 3, 1974

TELEPHONE

RE: ORGANIZATIONAL REVIEW, A.V.C., CALGARY

We have had an opportunity to review through your preliminary draft of the organizational review as it related to A.V.C., Calgary. From my interpretation, it appears that you are in agreement with several of our recommendations, however, you have suggested that we look at alternatives in one other area. It appears that you have agreed with the following:

(a) That the Counselling Department be expanded to provide greater service to students.

(b) That a Registrar and Registrar's office be implemented.

(c) That we take the necessary steps to set up a formal Student Services division, with a Head to look after Counselling, Health, Testing and Registration.

(d) You have agreed with our recommendations to split up our large Vocational Preparatory department into four divisions.

We would like to commence immediately to create and reclassify positions as required on all of the above agreed actions.

The area where we seem to differ slightly is in regard to the total operation of the instructional or program section. As I understand your suggestion, you are recommending that a Director of Instruction not be considered at this time, and that we upgrade Department Heads in several various departments. In the Vocational Preparatory section you are suggesting that we consider upgrading the current Instructor Supervisor to Instructor Administrator.

Your suggestion was considered at great lengths by myself and members of the Department Heads council, and it was felt that this kind of action would create a problem. The Vocational Preparatory activity, while it is currently our single biggest instruction area, may need some "beefing up". My concern in developing more administrative

..2

structure in this area is that it might put us in a very precarious situation if the enrollment should drop in the academic program. From recent trends in terms of waiting lists by both ourselves and C.M.C., and the employment picture as a whole in Alberta, there appears to be a lessening requirement for a person to have academic prerequisites prior to receiving specialized skill training. As an example of this, we have found recently that employers are willing to accept persons for clerical positions with less than the normal grade 12 or 11 minimum, hence the need for upgrading is not as appealing at this point in time. Also, with continued and increased development, particularly in the North, and the time involved, I feel that our emphasis may shift from pure academics to other short-term skill programs, or combinations of skill and academics.

The problem, then, becomes the fact that if we increase the top administrative structure of Vocational Preparatory, the selection criteria will probably be pure academics rather than emphasis on occupational skill competence. If the enrollment decreases in academics, and subsequently increases in employment type programs, we may be sitting with very heavy administration in academics and a shortage in the employment programs area. For this particular reason it was suggested that if we are able to attract someone with a broad academic knowledge plus technical expertise, the person could be shifted from pure academics to occupational if enrollments change.

If you agree with the above, my preference would be to hold this particular position until at least December or January next (that is - not fill it), because we may be able to work some slack in administration responsibilities with the changes that we have suggested in Voc. Prep., Counselling, Registrar and Student Services. In other words, with the division of responsibilities in Vocational Preparatory, the current Supervisor may be relieved of certain tasks now being handled and he may have time to assume some tasks now being handled by the Assistant Centre Supervisor. By the same token, with the installation of a Registrar and a Registrar's office, this may take some of the responsibility away from the current Head of Counselling, the Assistant Centre Supervisor and myself.

I trust that you will find the above satisfactory, but should you have further questions or wish further dialogue, please advise. I would appreciate your early response so that we may get started with the areas of mutual agreement.

Centre Supervisor.

RECEIVED MAY 10 1974

Alberta MEMORANDUM

ADVANCED EDUCATION *ALBERTA VOCATIONAL CENTRE, EDMONTON*

FROM *Mr. W. Romanko*

OUR FILE REFERENCE

YOUR FILE REFERENCE

TO *Mr. H. E. R. Ottley, Director*
Provincially Administered
Institutions & Programs

DATE *May 8, 1974*

TELEPHONE *423-3531*

RE: ORGANIZATIONAL STRUCTURE, AVC, EDMONTON

Your report on the organizational review of AVC Edmonton accurately reflects the content of our discussions during the last two months.

I would like to take this opportunity to summarize what we felt were our most pressing needs, what we viewed as necessary changes in the organizational structure, and what plans we have for implementing the proposed changes.

(1) Need to regroup existing work units to assure coordination of activities which are closely related and to enable a clearer and more manageable delineation of responsibilities of personnel at the management level.

(a) Organizational changes proposed to accomplish the above need.

- *transfer of duplicating and technical service units from the Assistant Centre Supervisor to the Senior Officer I to enable the ACS to concentrate his energies on instructional concerns.*

- *creation of a Student Services division to bring together the related functions of the counselling, student records, and health units, thus releasing ACS from direct responsibility for coordinating the activities of these units.*

(b) Implementation of the proposed changes.

- *the duplicating and technical service units have already been brought under the supervision of the Senior Officer.*

- *the Student Services division can be establishing only after a senior position is created and filled. This position is being placed in 1975-76 estimates. In the meantime, the Centre Supervisor and the Assistant Centre Supervisor will provide the required coordination and leadership to the various units.*

(2) *Need to enhance the administrative/supervisory capability to assure that instructional and support staff are provided with the leadership necessary to function with efficiency and purpose.*

(a) *Organizational changes proposed to accomplish the above need.*

- *addition of 3 senior positions to the Vocational Preparatory division (one Instructor-Administrator; one Instructor-Supervisor; one Instructor-Senior)*
- *addition of a senior position to the Business Education division (Instructor-senior)*
- *addition of a senior position to facilitate the creation and management of a Student Services division (Instructor-Supervisor)*
- *addition of a senior position to provide coordination of the proposed Learning Resources division (Instructor-Senior)*
- *addition of a senior position to coordinate a new Extension Education division (Instructor-Senior)*

(b) *Implementation of the proposed changes.*

It must be emphasized that the above summary of proposed additions of senior staff does not represent a growth of staff in absolute terms. In actuality, most of the positions would be established through reclassification of present staff. In cases where the proposed position requires a particular type of talent that is not available within the Centre, we would go the route of establishing the position by following the budget cycle.

The following implementation plan seems advisable at this time:

POSITION	*METHOD OF CREATION*	*IMPLEMENATION DATE*
Instructor-Administrator (Voc. Prep.)	*Budget 1975-76*	*1975*
Instructor-Supervisor (Voc. Prep.)	*Reclassification of instructor position*	*by fall of 1974 if budget allows.*
Instructor-Senior (Voc. Prep.)	*Reclassification of instructor position*	*by fall of 1974 if budget allows.*
Instructor-Senior (Bus. Educ.)	*Reclassification of instructor position*	*by fall of 1974 if budget allows.*
Instructor-Supervisor (Student Services)	*Budget 1975-76*	*1975*
Instructor-Senior (Learning Resources)	*Budget 1975-76*	*1975*
Instructor-Senior (Extension Education)	*Reclassification of instructor position*	*1975 or 1976*

(3) *Need to provide an organizational framework which will provide for quantitative and qualitative growth of present activities as well as of anticipated activities of the Centre.*

(a) *Organizational changes proposed to accomplish the above need.*

- *creation of an Extension Education division to carry out a continuing education and outreach function.*

- *creation of a Learning Resources division to assure expansion and elaboration of services which complement the teacher resource and make the learning process more attractive and geared to individual needs and interests.*

- *creation of a Testing and Research unit within the Student Services Division to enable the development of a more rational program of entrance testing and student follow-up studies.*

- *provision of a framework for the establishment of a Day Care service.*

(b) *Implementation of the proposed changes.*

- *modest attempts will be made at extension offerings during the 1974-75 academic year, the extent of offerings being predicated on the level of funds available. The creation of a distinct and visible division will be dependent on response to our offerings and is expected to occur in 1975-76.*

- *elements of the Learning Resources division already exist. The formalization of this division will likely occur in 1975-76.*

- *the embryo of the Testing and Research unit already exists. Its growth and development (2 persons are projected) will occur after a head of Student Services is appointed in 1975-76.*

- *the establishment of a Day Care Service is dependent on a favorable decision by Cabinet. It is expected that this will be forthcoming in 1974.*

I hope that the foregoing has not been redundant in relation to our earlier discussions. Certainly I am anxious to discuss any concerns you may have in relation to the above, particularly as to our plans for implementation. As you know, we have certain unsatisfactory situations which need to be

alleviated in the very near future. For example, we would like to move without delay on improving supervisory services in the Vocational Preparatory division. Some needs can be deferred and may, with time, become more focussed.

We are acutely aware that vision must be tempered with caution, especially in an institution such as this. Accordingly, we will be careful not to commit ourselves to organizational structures and staffing patterns which may prove to be inappropriate as conditions change.

W. ROMANKO
CENTRE SUPERVISOR

WR/sm

ADVANCED EDUCATION

Alberta Vocational Centre

Grouard, Alberta, Canada
T0G 1C0

C..VED MAY

May 6, 1974

H. Ottley
Director, Administrative Services
Provincially Administered Institutions
Dept. of Advanced Education
Devonian Building
Edmonton, Alberta

Dear Mr. Ottley:

RE: Preliminary Draft of the Organizational Review

I would first like to begin by making a few comments on the "Ideal Model Structure", and then move on to discussing Grouard's proposal and associated problems.

Firstly, the theory behind this model seems to reflect precisely the type of administration desirable to A.V.C. Grouard. I feel that we are a relatively new and progressing Institution that has developed through the creativity of previous employees. Initially, Grouard was perhaps more in line with a participatory model, not necessarily by design but rather by the relatively small size of the institution and the personalities of the early employees. As Grouard has grown this informal structure became more and more unwieldly and a burden of responsibility for both detailed work and administrative decision, as well as control rested primarily on the two Senior Management personnel here. This resulted in incredible pressure on the two Senior Administrators and it is obvious from the turn over of staff at this level that a different structure must be implemented. To illustrate this we have had two Centre Supervisors and three Supervisors of Instruction leave Grouard in the relatively short span of three years.

ADVANCED EDUCATION

Alberta Vocational Centre

Grouard, Alberta, Canada
T0G 1C0

It is my personal opinion that the following paragraph from your initial draft must apply to Grouard. That paragraph reads as follows:

> "The structure of the ideal model encourages and allows the delegation of responsibility and authority. Rhodes contends that a healthy organization should have its decision making processes located at a lowest practical point. This will discourage much of the detail work from being channelled upwards thereby preventing the needless increase in the workload of the upper echelon administrators."

Since September of 1973, we have attempted to delegate the responsibility of various positions down the line. We have also attempted to define the responsibility of various areas at Grouard. The results precipitated by this action have been encouraging, and we feel we must continue to utilize the creativity of all staff members at Grouard.

As has been pointed out in your brief, some administrative detail work must be handled in an autocratic manner. I think this can be recognized by most staff and that it should be the responsibility of the Institution to identify those functions which can be handled in this way. Basically what all this has led up to is that in principle the "ideal model" seems to suit the Grouard situation.

Problems of the Ideal Model as it applies to A.V.C. Grouard

We have attempted to take the chart (figure 3) and place staff within its boundaries. The administration and student services section seems to fit quite neatly. However, we have

ADVANCED EDUCATION

Alberta Vocational Centre

Grouard, Alberta, Canada
T0G 1C0

some concerns about the areas in the area of programs. It appears that the Assistant Centre Supervisor has responsibility for a vast and very diversified segment of staff at Grouard. His responsibility would cover the instruction, the learning resources centre, program development, and continuing education. This position pre-supposes that an Assistant Centre Supervisor has experience in a number of these areas and I am sure that individuals of this nature do exist. However, one of the problems at A.V.C. Grouard has been to attract competent staff. Most prefer to remain in an urban setting, rather than in a rural setting which at times is a 24 hour involvement.

I would also appreciate more information on the duties and responsibilities of the 4th echelon administrators, as well as the methods by which communication is achieved throughout. Communication is perhaps the greatest problem in any organizational structure, whether it is public or private, and I feel that this question should be addressed and specific recommendations discussed. We also feel that A.V.C. Grouard needs some type of research and planning input and assume that recruiting to this area can be undertaken once the central Planning and Research Division in Edmonton has defined its role and involvement in the institutions.

Let me summarize as follows:

1. The ideal model seems very suitable to Grouard.
2. How is the most effective communication achieved?
3. What constitutes the 4th echelon ?

Yours truly,

J. Berg
Acting Centre Supervisor

JB:db